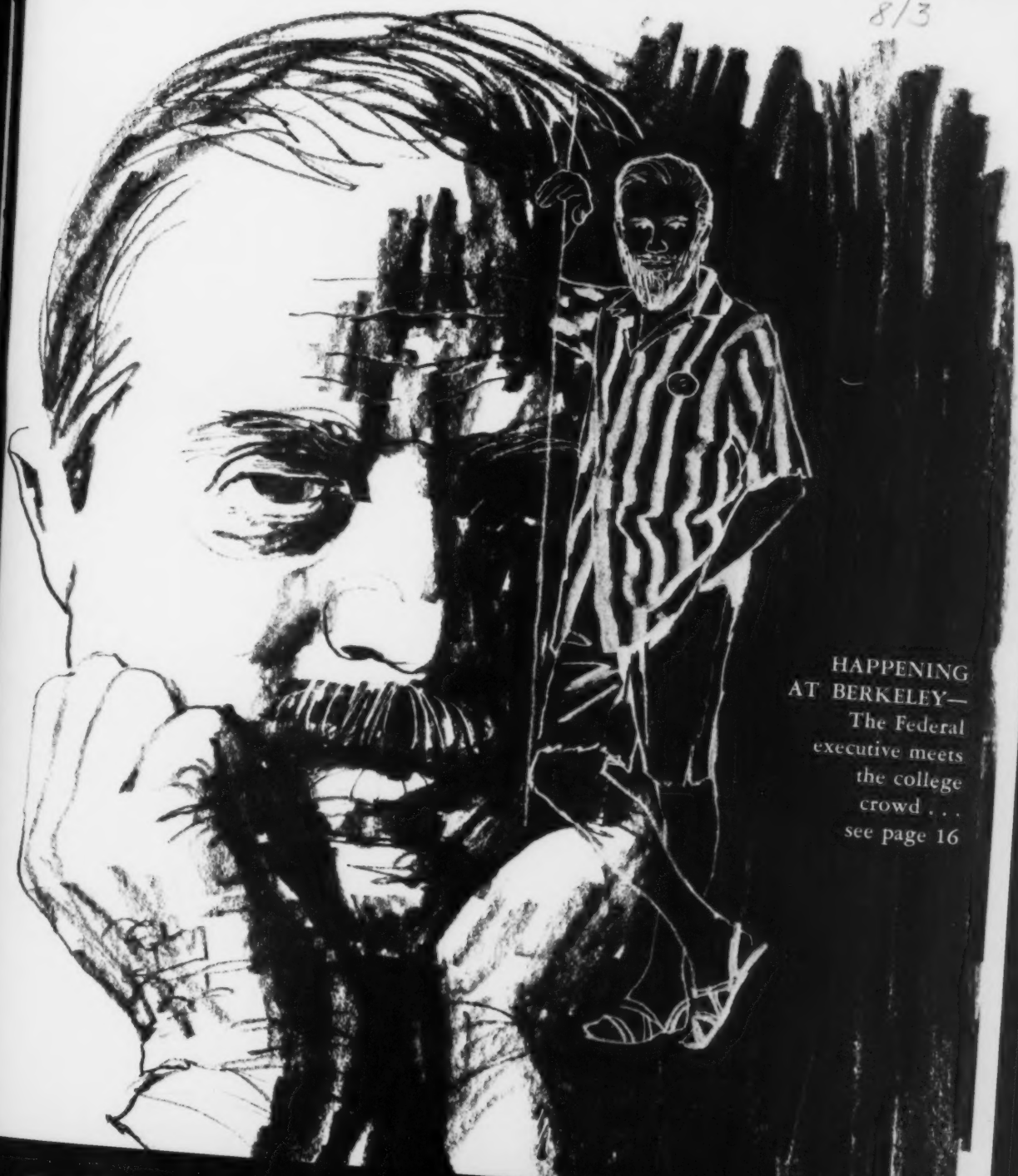
UNITED STATES CIVIL SERVICE COMMISSION

CS1.66:
8/3



HAPPENING AT BERKELEY—
The Federal executive meets the college crowd . . .
see page 16

Civil Service Journal

Vol. 8 No. 3

January–March 1968

Civil Service
Journal

Volume 8 Number 3

January–March 1968

CONTENTS

Articles

	Page
Coordination Comes to the Wage System by John W. Macy, Jr	2
The Concentrated Employment Program: A Hand Up for the Needy by Raymond Jacobson	13
Life With the Power Children by John D. Weaver	16
Happiness Is a Well-Planned Transfer by Walter E. Mylecraine	21
Modernizing the Federal Application System by Elizabeth B. Grove	25

Feature

The National Personnel Records Center	9

Departments

Recruiters Roundup	12
Quotable	24
Legal Decisions	29
A Look at Legislation	30

U.S. Civil Service Commission

JOHN W. MACY, Jr. ..... *Chairman*
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting

VIETNAM-ERA VETERANS, who do not come home to fanfare and cheering crowds, have a greater need for the assistance traditionally given to war veterans reentering civilian life. As part of a broad Government effort to redress their lost educational and career opportunities, President Johnson has directed the Civil Service Commission to give special attention to the needs of returning veterans through (1) special counseling services, (2) expedited handling of their applications for employment, and (3) special work-study arrangements. Vietnam-era veterans who have completed less than a year of study beyond high school will be eligible for a special noncompetitive Transitional Appointment giving them the opportunity to work in civil service jobs in grade 1–5 or equivalent while they complete their education. Candidates must meet all job qualifications, and make satisfactory progress in school. They will be placed in vacancies that occur, not newly created jobs.

"THE VISION OF MAN," the Federal Government's science and engineering exhibit, has made another stop in its nationwide odyssey. Since its initial opening in Washington, D.C., April 6, 1965, the exhibit has been visited by almost 7 million people at the Smithsonian Institution in Washington, at the New York World's Fair, and at Los Angeles, Chicago, and St. Louis. Now it is on display in a new location, the Pacific Science Center Foundation in Seattle. The exhibit is designed primarily to fire the imaginations of young people with the importance of science and technology in our society, to point out the leading role played by Government scientists, and to arouse student interest in Government scientific careers.

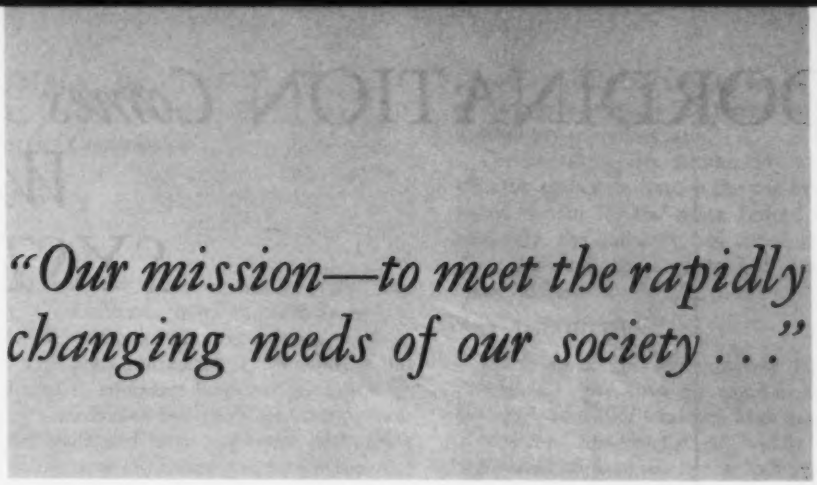
THE 50 LARGEST CITIES in the United States will receive special attention during the 1968 Youth Opportunity campaign. Vice President Humphrey, Chairman of the President's Council on Youth Opportunity, has called upon the Civil Service Commission to lend positive support to help plan maximum opportunities in employment, recreation, health, and education for young people this summer. The Commission has designated a responsible official to assist the Mayor's youth coordinator in each of the 50 cities with respect to Federal employment and training opportunities. The objective is to coordinate Federal, State, and local efforts to organize diverse activities into a well-planned and effectively managed program at the city level.

DR. O. GLENN STAHL, Director of the CSC Bureau of Policies and Standards, has been acting as an advisor to the Administrative Reforms Commission and the Indian Institute of Public Administration in New Delhi. Serving under the auspices of the Ford Foundation, Dr. Stahl was scheduled to spend about two months advising on reforms in pay and ranking systems, and on means to improve the intake and retention of competent specialists.

(Continued—See Inside Back Cover)

The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: Mrs. Celima L. Hazard, Public Information Office, Room 5349, U.S. Civil Service Commission, 1900 E Street NW., Washington, D.C. 20415. Telephone 343–7396 or Code 183, Extension 7396. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, $1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Director of the Bureau of the Budget by letter of March 31, 1965.

UNIVERSITY OF CALIFORNIA



THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

The Civil Service Commission Annual Report for fiscal 1967 reflects the importance of the most vital element in democratic government—the people who administer it, particularly those who quietly dedicate their lives to public service in the executive branch.

The 90th Congress has demonstrated its appreciation of our career public servants. Today's Government is more responsive because of your response.

The Civil Service Commission report shows that our emphasis has been on recruiting, developing, and fully using our civil servants to provide improved service to the public.

During fiscal year 1967—

- An Executive Assignment System was instituted to insure that, at the top career levels, the right man is found for the right job at the right time.
- The Federal recruiting and examining program—the foundation for good personnel management—was reorganized:

  —to compete more effectively for the best available manpower and

  —to provide improved service, information, and job opportunities to every American.
- The training and education of Government employees was modernized and expanded.
- The Federal Government accelerated its drive for equal employment opportunities.

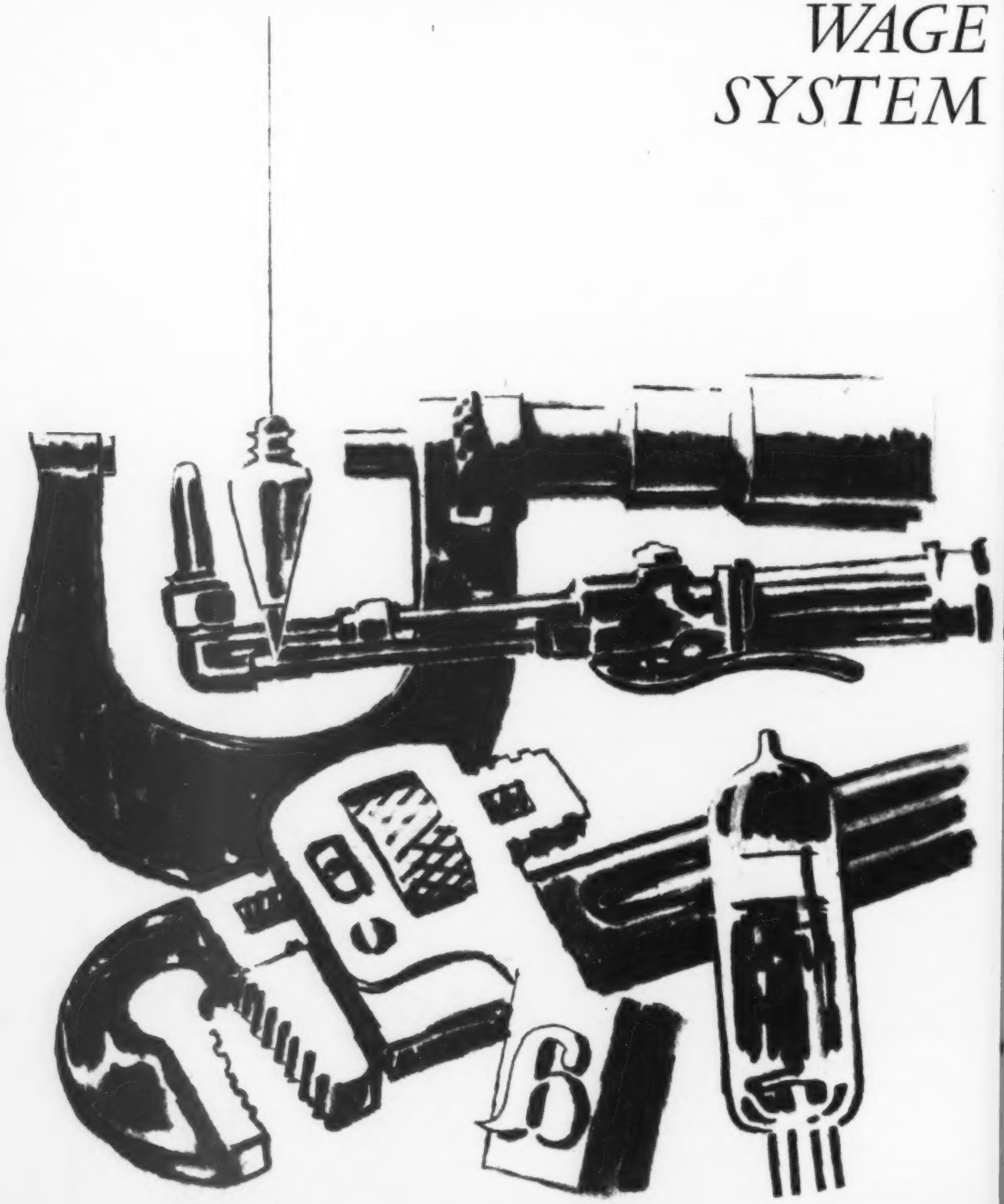
Last December the Congress responded fully to my proposals for equitable pay for Government workers. In moving to fulfill the earlier pay comparability promise, we have made Government jobs and public service careers substantially more attractive.

The record is one of significant progress.

At the same time, problems remain—some of which require legislative action.

(Continued on p. 32.)

COORDINATION *Comes to the WAGE SYSTEM*



JOHN W. MACY, JR.
Chairman
U.S. Civil Service Commission

DECEMBER 1, 1967, was a momentous "pay" day for the Government's 800,000 critically needed employees in trade, craft, and labor occupations.

At a 9:30 a.m. press conference in my office, I was more than pleased to announce President Johnson's approval of a new Coordinated Federal Wage System which will insure that trade and labor employees performing similar work in the same local wage area receive the same rates of pay in all Federal agencies.

It sounds so deceptively simple. Yet it took more staff study, more conference man-hours between labor and management, with unions and with agencies, than any other civilian personnel project ever undertaken in the Federal Government.

TRIUMPH OF COLLABORATION

It represents a triumph of collaboration—bringing order out of chaos, assembling into some semblance of unity a vast disarray of significant and complex differences in hourly wage practices.

Actually, the Coordinated Federal Wage System is a landmark of achievement in not one but three areas of unity that are vital to Government efficiency in a time of changing public service.

The first, of course, is the integration, or unity, of Federal wage programs, which makes possible the unity of all major Federal pay systems.

The second is the integration, or unity, that grows out of interdepartmental cooperation and collaboration.

The third is the integration, or unity, between labor and management, so much of which has surfaced during the long months when agencies and unions were working so closely with us to make the Coordinated Federal Wage System mutually acceptable.

DISUNITY IN THE PAST

The three unities are the more remarkable for having emerged from the massive disunity that characterized the so-called Wage Board System in the past.

The hourly wage system originated more than 100 years ago, when a statute in 1862 authorized the Secretary of the Navy to establish wage rates for blue-collar employees "of each naval activity . . . to conform, as nearly as is consistent with the public interest, with those of private establishments in the immediate vicinity."

This pay-fixing authority was later extended by classification statutes to cover trade, craft, and labor employees of nearly all Federal agencies, the principal exceptions being the Post Office Department whose blue-collar employees are paid rates fixed by statute, and the so-called security agencies, for which there is no statutory requirement to pay prevailing rates.

The prevailing rate statutes do not specify a central office or agency to exercise the pay-fixing authority contained therein for the entire Federal Government. Accordingly, the authority has rested with the heads of the individual departments and agencies employing these workers.

PAY INEQUITIES

Today there are approximately 800,000 wage employees of more than 50 agencies in well over 300 separately identified localities. They have been paid under a veritable hodgepodge of widely differing agency policies which have resulted in baffling differences in pay for people doing identical work within the same wage area.

Thus, the so-called "wage board system" has been, up to now, not one but a great many different systems.

A janitor working for one agency in one city was being paid $2.40 an hour—and his counterpart, working for another agency in the same city, was getting $1.61. A difference of 79 cents an hour, of $31.60 a week, of $1,643 a year.

This is just one example of numberless Federal trade and labor pay inequities that have been legion across the country across the years.

The problem has properly puzzled not only employees but the public. It has been critical to—and criticized by—everyone from the Congress to the baffled janitor paid less than his fellow laborer.

Why, then, it is logical to ask, has such a system, or more accurately, such a jumble of systems, been permitted to exist for so long?

The answers are two.

First, the problem is one of immense complexity—in size, in scope, in differences, and in differences within differences.

Second, there has been no central coordinating mechanism, formal or informal, to review or revise individual prevailing rate determinations made by the heads of departments and agencies.

EFFORTS AT COORDINATION

Not that there has not been effort at coordination.

Responsible Government officials in both the legislative and executive branches have been greatly concerned about the pay treatment afforded hourly wage employees for many years. We find records of recommendations to standardize pay-fixing practices as long ago as the early 1930's. Congressional committeess and individual Members of Congress have called repeatedly for elimination of the pay-fixing differences.

And some corrections were achieved.

During World War II, at the direction of the agency responsible for wage administration, the then War De-

partment (later to become the Department of the Army and the Department of the Air Force) developed what became the Army-Air Force Wage Board system. It was designed to bring together a wide diversity of operations under a single system, to meet the particular requirements in the different elements of the War Department which, even by today's standards, was still, back in 1942, a big agency, with nearly 100,000 employees.

A number of agencies with only a few hourly wage employees began to follow the Army-Air Force system, and some of them have continued to use it.

Meanwhile, other agencies have gone their separate ways. Navy, Agriculture, Interior, NASA, and the Veterans Administration, to suggest a significant few, operated systems of their own to pay employees in trade and labor jobs. And although the intervening years have seen some adjustments in the direction of coordination, most of them prompted by the Civil Service Commission, the systems have stayed largely separate and have continued to resist equality.

CSC CONSIDERS REMEDIES

Beginning in 1954, the Commission undertook studies to determine how best to achieve Government-wide coordinated action to eliminate these unjust disparities.

In the mid-1950's, consideration was given to the establishment of a Federal wage board, by way of Executive order or legislation. No action was taken, however, and the Commission initiated a program of voluntary agency coordination of wage activities.

A Committee on Coordination of Federal Wage Programs was organized, composed of the personnel directors of 12 agencies and expert advisers in the field of wage administration. The Committee made several significant contributions to a coordinated wage program among the Federal agencies.

After the enactment in 1958 of Public Law 85–872, which set a maximum on the amount of time that could pass between the ordering of a wage survey and the effective date of resulting pay changes, certain problem areas of survey coordination were identified and resolved through interagency exchange of survey data and common effective dates for wage schedules.

OCCUPATIONAL GUIDELINES

Another adjustment toward coordination prompted by the Civil Service Commission in the 1950's was the development of occupational guidelines. The Commission, with advice and guidance from both defense and nondefense agencies, prepared a Handbook of Blue-Collar Occupational Families and Series that identified 1,600 different occupations.

This helped reduce overlap and confusion in situations where many occupational groups had had several gradations, which added up to several thousand occupations at different grades and different levels of pay.

The occupational guidelines were exactly what their

name implied. They neither prescribed nor proscribed. But they did offer Federal departments and agencies a measure of assistance in identifying trade and labor occupations which in scope and variety are almost as broad as white-collar occupations.

WIDE RANGE OF JOBS

It is necessary to remind ourselves—and important to remember—that trade and labor jobs range all the way from kitchen helpers to highly skilled precision instrument makers—from laborers in a warehouse to shortage-category specialists in the field of electronic mechanics.

A superintendent in a shop engaged in manufacturing and maintaining sophisticated space equipment, for example, needs far more than trade and technical knowledge. He needs highly alert and keenly attuned management knowhow.

It was interesting in this connection to note a recent *Wall Street Journal* story detailing the growing trend in private enterprise to hire engineers and other college graduates as foremen in similarly demanding technological disciplines.

Able trade, craft, and labor supervisors are hard to come by, and even harder to retain. Yet Federal employees in these categories have been paid under a series of widely disparate and incompatible schedules.

TRY AT UNIFORMITY

In an effort to relieve this situation, and to make rates for many like jobs more uniform, a new supervisory pay

plan was undertaken in the late 1950's by a work group composed of representatives from the nondefense agencies. The new plan was developed from a study of existing agency pay plans, as well as published studies of supervisory differential practices and a special survey of such practices among nonindustrial employers in 15 metropolitan areas. This plan had the effect of bringing rates for many like jobs in nondefense agencies closer together.

From 1957 to 1959, the Commission cooperated in producing the Directory of Federal Wage Survey Areas. It described the principal wage survey areas geographically (some 330 of them), listed the agencies having wage employees in each area, the principal schedules used, and the number of employees paid under each schedule. This proved of great value in coordinating individual wage surveys and has helped measurably to facilitate cooperation in the development of the Coordinated Federal Wage System.

As another step, this time in the direction of orderly and consistent survey procedure—and to assure that no businessman in any one area would be called on to give valuable man-hours to the process more than once a year—the Commission worked with the agencies and the Bureau of Labor Statistics in coordinating the dates on which agency wage surveys were to be conducted. As a result, at the beginning of each fiscal year an annual schedule for agency wage surveys was developed which eliminated overlapping surveys and at the same time met the needs of the agencies.

Taken together, these efforts toward voluntary unity and uniformity in the various wage systems were good tries. They helped.

But they were not enough. They were piecemeal and did not get at the roots of the problem.

Continuing differences among agencies—in the kinds of schedules used, in job standards and definitions, in industries surveyed, and in methods of computing pay lines—continued to produce different rates of pay for identical or similar work in the same area.

Obviously, the piecemeal approach was just a finger in the dike. A total civil engineering service was called for.

REVIEW REVEALS PROBLEMS

Therefore, in 1964–65, the Commission, working with the Bureau of the Budget and a number of other key agencies, made a comprehensive study of the whole wage setting operation. It was this thorough review of the various agency systems that revealed the sources of the problems. They were rooted, deeply and stubbornly, in significant and complex differences in practice. They existed in almost every aspect of wage determination.

To cite some examples:

FIRST, in basic philosophies and policies—as to employee participation in wage determinations, the Department of the Interior negotiated wage schedules while the Army-Air Force Wage Board had no employee participation and Navy had such participation in a special form. As to wage determinations, Agriculture and Interior were decentralized, while the Army-Air Force Wage Board was centralized.

SECOND, in kinds and coverage of pay schedules—Army-Air Force paid food service and custodial employees from the regular schedule used for most of their wage employees, while the Veterans Administration used a separate schedule. Army-Air Force and Navy had separate "leader" and "supervisory" schedules, while VA and GSA paid supervisory and nonsupervisory employees under the same schedule.

THIRD, in diversity of occupational structures—agencies were collectively using some 1,600 job series, representing 54 job families. If the agencies all used the same occupational groupings, we estimate the number would be reduced to 850 job series and 42 job families.

FOURTH, in number of grades per schedule—Navy had 16, while Army and Air Force (which a number of other agencies copy) had 15, NASA had 13, and Interior had no set number of grades.

FIFTH, in number, spread, and use of step-rates—Defense, the Veterans Administration, and the General Services Administration used 3-step schedules, NASA used 4 steps, and Interior used a single rate. Army-Air Force, VA, and GSA had a 5 percent spread between step-rates, while Navy used a 4 percent spread. Within-grade advancement was automatic for all agencies with step-rate plans, except NASA where advancement from the 3d step to the 4th step was based on merit.

SIXTH, in use of job evaluation—Army used a point system, while Navy had a ranking system.

SEVENTH, in industry coverage of wage surveys—Navy and Army-Air Force survey coverage was generally confined to manufacturing, transportation, and public utilities industry divisions. VA and GSA, in addition to the above coverage, also included wholesale trade, retail trade, finance, insurance, and service industries, as well as State and local government and nonprofit institutions.

EIGHTH, in editing and analysis of wage survey data—procedures used varied from agency to agency.

NEED FOR EXECUTIVE ATTENTION

Clearly, these differences demanded, for reconciliation, forthright and thorough-going executive attention. The responsibility for pay administration had long been vested in the heads of executive departments. Now, following the comprehensive study of the problem, the matter definately called for Presidential intervention.

In November 1965, in memoranda to me and to the heads of the executive departments and agencies, President Johnson directed that action be taken to eliminate pay differences among agencies for the same trade and labor jobs in the same locality and to bring about equitable coordination of wage practices. He asked me to take the leadership in getting this job done.

The President asked for the development of common job standards and wage policies and practices which would insure interagency equity in wage rates based upon statistically valid wage surveys. He established two basic principles for these policies and practices:

- As prescribed by existing law, that wages "be fixed and adjusted from time to time as nearly as is consistent with the public interest in accordance with prevailing rates."
- Within each wage area, that there be equal pay for substantially equal work and that pay distinctions be maintained in keeping with work distinctions. (This second principle already exists in law for most of the Government's salaried workers.

DEVELOPMENT OF SYSTEM

The President emphasized that there should be consultation, at appropriate stages in the development of the system, with representatives of unions whose members are paid under the wage system.

This, then, is the job that has engaged us for two long years. Getting it done began with extensive exploratory meetings with agency executive officers, personnel directors, wage specialists, and union representatives.

A September 1966 issuance set forth main points, acceptable alternatives, and preferred directions, and requested the views of all concerned.

After considering all viewpoints, in May 1967 the first draft of policy proposals was sent to Federal agencies and unions for comment. Discussions were then held with agencies and with unions that had made counterproposals for major changes in the draft policies.

These were intensive discussions extending over several months. During this period, while our critics were clamoring for action, we were hammering out agency-union agreements in a climate of steadily more mature responsibility. It was a long and patient process, and occasionally it got impatient.

We could have sacrificed excellence for expediency and emerged with some suspicions still unresolved and some hostilities still undiminished.

Instead, we chose open-minded, level-headed, joint cooperation. As a result, I believe the Coordinated Federal Wage System will be something both agencies and unions can live and work with, in mutual respect and understanding.

KEY FEATURES

The Civil Service Commission will:

- develop and issue basic policies and procedures for the system;
- define the boundaries of individual local wage areas;
- designate the lead agency—the one having the most hourly wage employees—in each area;
- prescribe requirements for the statistical design and accomplishment of wage surveys and for the establishment of pay schedules;
- establish occupational grouping and titling;
- establish a job grading system;
- develop and issue job grading standards;
- review employee job-grading appeals that have not been resolved in the agency appeals process;
- establish rules governing the administration of pay for individual employees on appointment, transfer, promotion, and demotion, including retention of pay rates as appropriate;
- authorize additional pay for work performed under unusually hazardous or severe working conditions;
- determine the need for and authorize the use of special schedules as appropriate;
- perform necessary audits and inspections of agency wage programs;
- provide for a continuing program of systems maintenance and improvement designed to keep the wage system fully abreast of changing conditions, practices, and techniques both in and out of the Government.

Agency heads will carry out operational features, such as grading jobs and fixing pay.

The lead agency in each local wage area will have the responsibility for making surveys, analyzing data, and issuing wage schedules under the policies and procedures prescribed by the Commission.

All agencies will then pay their hourly wage employees in that area under these schedules.

COMMON WAGE SCHEDULES

There will be common wage schedules, with a 15-grade structure, covering most employees, including laundry, food service, and custodial workers.

Each pay grade will have three rates, with the middle rate keyed to the prevailing rate pay line. A 4 percent difference will be established between these rates.

Exceptions from the common schedules will be negotiated schedules, maritime schedules, and, pending further exploration, certain special schedules such as printing, construction, and electric power production, which will continue under separate agency practices, including future wage adjustments. But these excepted categories seldom cause interagency differences.

The industrial coverage of regular wage surveys will encompass most manufacturing, transportation, and communications concerns, public utilities, wholesale trade, and real estate operators who both own and maintain office buildings. Other industry classes, including local governments, may be added optionally for individual surveys to meet special conditions. Special schedule surveys will cover the industry to which oriented. Job shops will be covered in surveys if they meet the industry and size of establishment criteria for inclusion.

There will be employee participation at all levels.

The National Wage Policy Committee, which will consider new or revised basic policies and procedures of the system and make its recommendations to me, has eleven members. I have designated its Chairman and five other members from among Federal departments and agencies with hourly wage employees. Four have been designated by the President of the AFL–CIO. One has been designated by the head of an independent labor organization selected by me on a rotating basis.

Each lead agency will establish an Agency Wage Committee, consisting of five members. Two are designated by the head of the lead agency, two by the lead union—the one having the largest number of wage employees covered by exclusive recognition in the lead agency. The chairman is designated by the head of the lead agency.

Agency Wage Committees are responsible for advising lead agencies on local wage area survey procedures, for considering Local Wage Survey Committees' reports and recommendations, and for recommending wage schedules to the pay-fixing authority.

Local Wage Survey Committees, of three members, will be established in each local wage area that meets certain minimum criteria. One member is designated by the lead agency in the area, one is recommended by the labor organization having the largest number of wage employees under exclusive recognition in the area, and the third, the chairman, is designated by the lead agency.

Local Wage Survey Committees will determine the number of data collectors needed for surveys and provide for their training and supervision. They will conduct hearings for people who wish to submit information or recommendations, in some cases make preliminary contacts and arrangements with employers to be surveyed, and forward wage data and reports to the lead agency for analysis and referral to the Agency Wage Committee where appropriate.

UNION-AGENCY PARTICIPATION

These joint union-agency participation arrangements in the new system are in keeping with the growth and maturity of labor-management relations in the Federal service under Executive Order 10988.

Exclusive union representation has grown rapidly in recent years, rising from about 835,000 employees Government-wide in mid-1965 to 1,240,000 in late 1967. The coverage of Federal trade and labor employees under exclusive recognition rose from 35 percent of total wage system employment in the executive branch in August 1966 to 54 percent by November 1967.

Our main aim in working out the joint participation arrangements was to keep them simple and efficient and, at the same time, adequate to insure employee and union confidence in the pay-fixing process, while retaining Government control needed to operate the system in accordance with law and coordination policies.

In line with this aim, the following features characterize arrangements in the new system:

- Union participation is called for in clearly defined circumstances. At the local level, union participation is not provided for in areas with fewer than 400 wage employees or in areas where unions have fewer than 150 wage employees under exclusive recognition. In some unique situations with large installations, the minimum coverage under exclusive recognition is higher, ranging to around 1,000. At the lead agency headquarters level, the joint union-agency committees generally will participate only in biennial full-scale surveys for wage areas of major importance. At the national policy level, the joint union-agency committee will participate only on matters considered to be basic policy issues.

- A "lead union" concept is used to match the "lead agency" concept in committee representation at the local level and agency headquarters level. The small committees and single union representation should promote economy and efficiency in operations and understanding among agency and union members.

- Control is retained by the Government. All planning and scheduling of operations is handled by agency staff, and all decisions rest finally and clearly in a Government official.

- Reasonable stability in union representation is assured through a minimum of two years of representation by the same union, at the local level and at the agency headquarters level.

- Coordination with the Bureau of Labor Statistics is provided for in local survey operations in wage areas where BLS operates.

The new system has the full support of the AFL–CIO. President George Meany has publicly endorsed it. The unions want it to work. They have repeatedly indicated, in good faith, their intention and willingness to contribute constructively to fair and effective operation.

Given this responsible, knowledgeable participation on

the part of both unions and agencies, I am confident that the Coordinated Federal Wage System *will* work.

TARGET DATE

The target date for beginning operations is July 1968. The new system will be placed into operation area by area, as full-scale wage surveys are made, over a 2-year period.

A lot has already been done. Basic policies have been issued. Wage areas have been tentatively defined; they have been reduced from well over 300 to some 200. Instructions for conversion of employees are nearly complete. The Commission is drawing up detailed instructions on survey and pay-fixing procedures, general pay administration, and general instructions on job-grading standards. Instructions on all aspects of the system should be issued to agencies by late May.

The initial group of 15 to 20 standards, based on 39 key ranking jobs, is expected to go to the printer in May-June, and an additional 15 to 20 standards in September-October. Supervisor and leader standards are scheduled for July 1.

The National Wage Policy Committee is being established, and establishment of the Agency Wage Committees and Local Wage Survey Committees for the first group of surveys is expected by May 15 or sooner.

Preparations for the initial surveys should be well in hand by the target date, July 1.

Information and training programs have begun, and will continue for the next several months.

NEED FOR COOPERATION

Once the system is out in the field and beginning to operate, it is essential to remember that all installations and activities in the area are responsible for cooperating with the lead agency in providing members of the Local Wage Survey Committee and data collectors as needed. I urge the cooperation of agency managers in seeing to it that employees of their agencies whose services are requested in connection with a local wage survey are released from their usual duties in order to perform this important interagency function.

While much has already been done, much remains to be done.

We have jointly developed, agencies and unions, a practical, flexible, workable Coordinated Federal Wage System. Considering the complexity of the problem, the simplicity of the system is a remarkable tribute to the full and meaningful action that can be achieved when both labor and management are committed to a common endeavor.

Our challenge now is to make the Coordinated Federal Wage System operational. During the next two years, there are going to be day-to-day problems, misunderstandings, and difficulties, of course. To reconcile them, to make the system work, we are going to need constant, continuing help and cooperation from all parties involved. Only with such cooperation can the system stand up, under the scrutiny of the President, the Congress, and all employees, as one that assures them of a well-run, efficient, and fair way of determining hourly wages.

THREE UNITIES

Union-management cooperation is clearly one of the three unities that are basic to the new system. Let's take a closer look at the other two.

Unity of Interagency Collaboration. The new system presents new facets in interagency cooperation. New concepts, such as the designation of lead agencies to conduct wage surveys and issue wage schedules and the establishment of local survey committees, provide us with a new mode of interagency cooperation. The introduction of these concepts and other features of the new system are going to require a great deal of knowledge about agency operations, their missions, and their practices. This new program is not an end unto itself; it is going to have to be in harmony with and function within the total personnel program. Wages set under the new system will be tied in closely with the recruiting and general economic situation prevailing in the local wage area.

Unity of Pay Systems. The Coordinated Federal Wage System was initiated under executive authority rather than any legislative act empowering or designating the Commission to establish a Government-wide wage plan. Along with the pay bill passed by the Congress and signed by the President in December 1967, which guarantees for the first time full pay comparability with private enterprise pay levels for white-collar workers, it marks the beginning of an era of executive salary action which is a most significant breakthrough in Federal salary administration.

UNITY TO COME

The new Coordinated Federal Wage System permits a unity of development in compensation and pay fixing within the Federal service that has not existed heretofore. It makes possible the monitoring of all Federal pay systems by the Civil Service Commission. The bringing together of 800,000 trade, craft, and labor employees under a single system permits consideration by the Commission of the interrelationships among all pay systems as they exist in our Federal structure and the making of studies and comparisons between the various systems.

We now have a common base for the evaluation and ranking of jobs, both wage system and General Schedule, for the establishment of rates of pay—and a unity of principle in the administration of all Federal pay systems.

Preservation of this unity—preservation of these three unities—promises for the future a more equitable, a more economical, and a more efficient contribution to public service by the executive branch of the Federal Government.

A vital link in Federal personnel administration

THE NATIONAL PERSONNEL RECORDS CENTER

EVERY FEDERAL PROGRAM and activity revolves around paperwork. No one knows that better than personnel officials, since every aspect of personnel administration involves documentation. However, all personnel officials may not be aware of the way in which the National Personnel Records Center in St. Louis assists agencies in their personnel work.

This Center, which is a facility of the General Services Administration, maintains and services the records of separated military and civilian personnel. The civilian personnel facility, located at 111 Winnebago Street, on a bluff overlooking the Mississippi River, deals with and serves every civilian personnel office in the Federal Government. It is a rich storehouse of many types of information on Federal employees.

The prime mission of this installation is the storage and servicing of Official Personnel Folders on former Federal employees. Other important missions of the Center are its locator service on Federal employees, and service on their pay and medical records.

Joseph L. Wertzberger, Center Manager, Milo Davis, Chief, Civilian Reference Branch, and the Center Staff are dedicated to providing fast and effective service.

THE OFFICIAL PERSONNEL FOLDER

What happens to Official Personnel Folders after employees are separated from Federal service? As all personnel administrators know, the Federal Personnel Manual requires that they be transferred to the National Personnel Records Center 30 days after separation. Once they arrive at the Center directly from the agencies, they are processed, indexed under an automated registry system, and are ready for servicing within two days.

The Official Personnel Folder, of course, is the official record of employment for each employee and contains all papers documenting service, rights, and benefits. The folder, which travels with the employee from agency to agency during his Federal service, begins with first employment and is closed on separation. If an employee is rehired, the folder is reopened and his service continues to be documented.

As the Records Center is aware, the personnel folder was not always so well managed or so succinct a source of service history of Federal employees. Before 1946 documentation of Federal employment was quite unstandardized. Few standard forms existed. Notifications of personnel actions were often documented by letter or memorandum. In general, many agency folders were incomplete, poorly organized, and easily lost. Above all, there were as many folders in the agencies for a single Federal employee as the number of agencies in which he had served.

The present folder was first established in 1946, and agencies were asked to convert to the new format. "Permanent" materials were to be filed on the right side of the folder, and "temporary" papers on the left side.

Another link in the chain encompassing the personnel folder was forged by Executive Order 10561 of September 13, 1954. The order provided that the Official Personnel Folder was to be a record of the Civil Service Commission, although it was to be maintained by the employing agency. This meant, in effect, that the folder,

293-776 O - 68 - 2

although created by the agencies, was actually to be on loan from the Commission to whichever agency happened to be the employer at that moment.

REFERENCE SERVICE ON PERSONNEL FOLDERS

In general, the personnel folder is used by the Center in three ways to answer reference service requests:

- Transmitting the folders themselves or documents from them.
- Extracting and furnishing information, including transcripts of service.
- Reproducing and furnishing authenticated documents.

About 87 percent of all requests involving folders are from Federal agencies, 6 percent from individuals, and the remaining 7 percent from all other sources. Of the 87 percent, about 10 percent are from the Civil Service Commission.

Folders in the Center are divided into three groups, based on date of separation of the employees covered:

(1) *Records of employees separated prior to January 1, 1952.* These are maintained by agency groups, each arranged alphabetically. Most of these records date from about 1906, but some go back well before 1900.

(2) *Records of employees separated from January 1, 1952, to March 31, 1965.* These are in a consolidated "A" to "Z" name file, arranged in accordance with the Soundex filing system.

(3) *Records of employees separated from April 1, 1965, to the present.* These are assigned a consecutive number upon receipt and are indexed under an ADP random access system.

In servicing these records the Center needs, for each request, name, date of birth, the social security number if there is one, name of the last employing agency, and the date of separation from it.

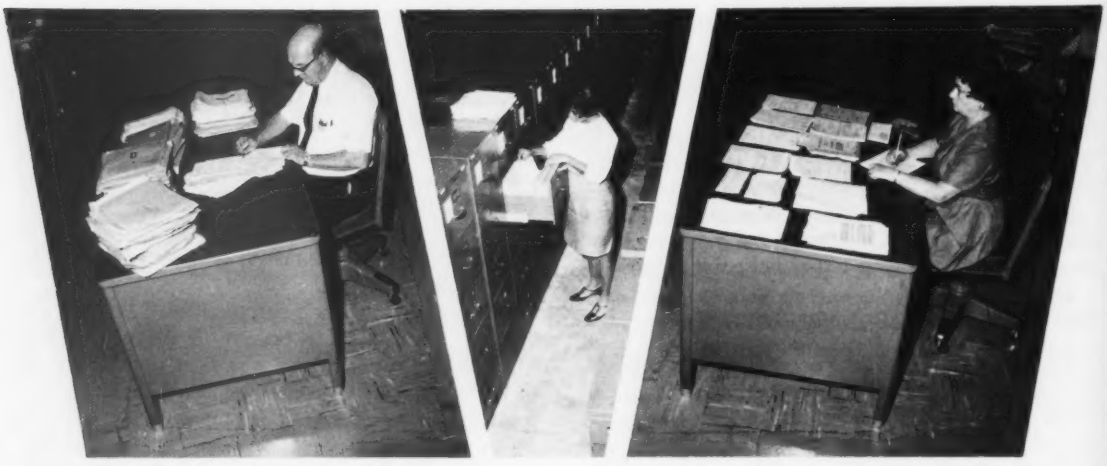
The Center now has over 65 million individual personnel records. The volume of retired Official Personnel Folders rises by over one-half million each year. During fiscal year 1967, well over 325,000 requests involving the personnel folders were handled by the Center. Most of these involved recall of folders by agencies in rehire cases.

The Civil Service Commission has been a consistent customer of the Center. The Claims Division of the Bureau of Retirement and Insurance, which processes applications for retirement, requests about 1,000 service transcripts a month. Other parts of the Commission regularly serviced by the Center are the Bureau of Recruiting and Examining, the Bureau of Personnel Investigations, and the Bureau of Management Services. These bureaus make about 75 requests a week, usually for the folder itself to be used in status determination, in suitability cases, and for other purposes.

REFERENCE SERVICE ON PAY RECORDS

Clearly the main source of information on service history is the Official Personnel Folder. However, the Center found early that documentation of service prior to 1946, when the folder was established, often required use of payroll records to fill gaps in data resulting from incomplete or missing folders.

Agency pay records, augmented by a sizable collection of earlier payrolls collected by the General Accounting Office since 1936, enable the Center to provide service



Official personnel folders received and filed at the National Personnel Records Center in St. Louis, Mo. (above) totaled 600,000 last year. Center officials estimate that of all personnel folders received annually, 75 percent have been retained by the sending agency beyond the prescribed period, and 30 percent are incomplete. Miscellaneous and incomplete documents must be returned to the sending agency, since the Center's automated filing system cannot handle them.

data not available from the personnel folder. The Center, moreover, may be called upon to provide data concerning past FICA deductions, or the amount of tax withheld, or reports to the Labor Department and State employment security agencies in connection with claims by former Federal employees for unemployment compensation.

OTHER REFERENCE SERVICES

The Center performs other significant services:

- It maintains a locator service on active Federal employees. About 17,000 times each year the Center is asked to determine whether a named individual is in fact employed by the Federal Government, and if so to provide some idea of where the employee is working. This service is given from the Civil Service Commission's copies of Notifications of Personnel Action (SF–50). These forms, excluding those covering separations, are sent to the Center by the Commission. They are also indexed under the automated system described above.
- The Center performs certain accounting functions for the Civil Service Commission in connection with administering the apportionment law governing positions in the Washington, D.C., metropolitan area.

To draw information from the records, the Center maintains a staff of 180 persons, many of whom are well versed in the rules, regulations, and technicalities involved in personnel and pay documentation.

FAST AND EFFECTIVE SERVICE

The Center has established a goal providing an answer to each reference service request within 24 hours (1 work day) after it is received. This goal is usually achieved if the record is in the Center, but requests involving extensive research take somewhat longer for reply.

The quality of the Center's service depends, however, to a large degree upon the practices of agency personnel offices which retire records to the Center and which request records or information from them.

What can agency personnel offices do to insure prompt replies to their reference requests, and incidentally help maintain the quality of Center service?

(1) Official Personnel Folders for separated employees should be sent to the St. Louis Center immediately after expiration of the 30-day retention period.

Approximately 600,000 Official Personnel Folders for separated Federal employees were received at the Center during fiscal year 1967. The majority of these folders were retained by the personnel offices for periods extending well beyond the prescribed 30 days. As a result, the Center received about 15,000 requests during the year relating to folders which should have been, but were not, at the Center. In each such instance, searches are negative, requiring an additional search of the locator file or other records to determine the location and address of the office having the folder.

After locator data are developed, correspondence must then be initiated to refer each inquiry to the holding office. In many cases, additional time is lost because the Official Personnel Folder being sought is en route to the Center at the time an inquiry is being referred to the holding office. This, of course, requires the personnel office to return the inquiry to the Center, where it is again processed through the searching procedure in the hope that the folder has been received and filed.

Meanwhile the office needing the folder has grown impatient and has possibly lost a desirable applicant to another employer. Prompt transfer of Official Personnel Folders immediately after the prescribed retention period will permit the Center to provide better service.

(2) Each Official Personnel Folder sent to the Center should be complete.

Of the approximately 600,000 Official Personnel Folders received at the Center during the past fiscal year, many were incomplete. Apparently a number of personnel offices are not complying with the requirement that folders be complete prior to sending them to the Center. The documents most frequently received later, sometimes much later, for interfile are the SF–1150 (or equivalent), Record of Leave Data Transferred; SF–78, Certificate of Medical Examination; and SF–57, SF–84, and SF–86, all related to loyalty-security investigations. The remainder of the large volume which straggles in consists of a wide variety of other documents designated for permanent retention in the Official Personnel Folder.

Often the tardy document to be interfiled does not contain the identifying data required to associate the document with the proper Official Personnel Folder. Each document should clearly show the employee's complete name, social security number, birthdate, and date of last separation from employment. Failure to include these data will, in most instances, require the Center to return the interfile item for proper identification.

Personnel officers should review their practices in maintaining papers on the right side of Official Personnel Folders. They should insure that folders are complete when they are retired, even though this may occasionally require retention somewhat beyond the prescribed 30-day period.

(3) Properly executed Standard Form 127, "Request for Official Personnel Folder," should be used to request folders from the Center.

Requesting offices should submit a properly executed request on SF–127 for each folder desired. This request form in duplicate provides the Center with both a charge-out and transmittal for the folder involved.

Requests can be made by telephone or teletype, but this should be done only in emergencies when time does not

permit mailing an SF–127. Telephone or teletype requests should not be confirmed by submission of SF–127. Use of letter, memorandum, or list requests or unjustified use of the emergency requests (telephone or teletype) places an additional workload upon the Center, which must prepare an SF–127 for each folder not requested by SF–127. This requires time and manpower that can otherwise be devoted to servicing requests, and incidentally, slows down the handling of the request that has not been properly made.

RECRUITERS ROUNDUP

USE THE PROFESSOR

The college professor of 1968 is more than a theorist; he is a doer. Like his students, today's professor is involved in today's issues. He is imaginative, an innovator—and he wants to put his ideas to the test.

The Government can use him.

During periods that faculty members are free from college work—summer, sabbaticals, leave—they can contribute fresh views, technical skills, and the latest methods to agency programs.

Professors on leave to the Government help improve management programs, working in personnel administration, management analysis, planning, programing, and budgeting. They provide knowledge and experience for special studies in technical and engineering fields. They bring new perspectives to agency operations.

And the professor can be one of an agency's best recruiters.

The teacher who has a firsthand knowledge of the importance of an agency's work, who is familiar with career ladders for talented graduates, and who has contributed to its programs, can be the key figure in efforts to recruit well qualified graduates for the Federal career service.

The Civil Service Commission has provided several authorities to facilitate temporary employment of college faculty members. Those authorities are sufficiently broad to allow agencies to match their needs with the qualifications and desires of faculty members.

Look to the campus for talent—and experience.

RECRUITING SURVEY

Where have we been, where are we going, and how can we get the talented college graduate?

Three consultants will contribute objectivity and experience as answers are formulated in a Government-wide study of college recruiting practices conducted by CSC.

Dr. O. B. Conaway, John L. Munschauer, and Roy W. Walters, Jr., will review the base data and tentative conclusions gained from a survey of 211 schools, Government agencies, and sources outside Government. Their observations and recommendations will be incorporated in the final report, scheduled for publication this spring.

Dr. Conaway has been Dean of the Graduate School of Public Affairs, State University of New York, since its founding in 1962. For 5 years he was Dean of the Albany Graduate Program in Public Administration, sponsored jointly by Syracuse University and the State University of New York. Dr. Conaway was Assistant Director of the Graduate School of the U.S. Department of Agriculture from 1951 to 1957. He has served as a consultant to New York State, the Michigan State Civil Service, and the Committee for Economic Development of the American Management Association.

Mr. Munschauer was a recruiter for a Government agency for several years and now is Director of the Placement Service at Cornell University where he has arranged a variety of programs in support of Federal recruiting activities. He has been active in the College-Federal Agency Council for New York and New Jersey and other professional groups. His most recent article in the *Journal of College Placement* is "The Big Question: Why Is Business Losing the Bright Ones," which included some keen observations on Federal recruiting efforts.

Mr. Walters has been a private consultant since 1966. He was previously Manager of College Employment for AT&T. He has been active in the professional placement associations and has appeared on a number of national panels and symposiums, including the CSC Training Institute for Recruiters and the Executive Seminar in Recruitment. Mr. Walters is on the faculty of the Graduate School of Savings Banks at Brown University and has contributed articles to the *Journal of College Placement*, *Nation's Business*, and other publications.

—*Carl Gidlund*,
Office of College Relations
and Recruitment

The Concentrated Employment Program:

a Hand UP for the Needy

by Raymond Jacobson, *Director*
Bureau of Recruiting and Examining
U.S. Civil Service Commission

THE CONCENTRATED EMPLOYMENT PROGRAM was developed by the Department of Labor in an effort to curb the rising unemployment rate and demoralizing effects of poverty in depressed areas of the Nation.

The program was born of failure—the failure of society to provide equal employment opportunity, adequate education, and the means to achieve an acceptable standard of living for all Americans. It is designed to build on successful elements of existing programs for the poor and offers no instant remedy or panacea for the employment ills and complex social problems which cripple the lives of slum residents.

Virtually every major American city is marked with slums, and our countryside is blemished by stagnant, unproductive rural areas which provide a steady flow of migrants to the already overcrowded urban centers. These depressed areas harbor not only the obvious physical deprivation associated with slum neighborhoods but also a volatile undercurrent of spiritual despair and a sense of alienation from the larger community.

The modern slum, whether it is urban or rural, effectively cuts off its inhabitants from participation in the society around them, and slum residents are fully aware of their isolation.

While the rest of the Nation enjoys a period of great prosperity, the residents of depressed areas see conditions in their communities growing steadily worse. Automation and technological advances in industry and agriculture have greatly reduced the number of jobs available for the unskilled and semiskilled worker, thus contracting the job market of the slum dweller.

The movement of industry from the central city to the suburbs, a rather recent development, has added to the problem by making the small number of jobs for the unskilled even more inaccessible to residents of depressed communities. As a result of these factors, the rate of unemployment and underemployment among slum residents is as much as three to four times as high as elsewhere in the country.

In recognition of this growing national problem, the President announced in his message to the Congress on March 14, 1967, that the Secretary of Labor and the Director of the Office of Economic Opportunity were to begin special programs directing all available resources toward providing "concentrated assistance to those with the greatest need." This was the birth of the Concentrated Employment Program.

The first step in implementing the program was the identification of depressed neighborhoods within 19 target cities where the initial attack on hard-core unemployment would be launched. By midsummer 1967, programs were approved in each of the target cities, and in early fall just under $100 million in Federal funds was provided for operation of programs by local community action agencies. At present, the Concentrated Employment Program is operational in 20 target cities and 2 rural areas. An additional 45 urban and 10 rural projects will be approved and underway in the next few months.

To help agencies do their part in support of the Concentrated Employment Program, Civil Service Commission coordinators have been named to marshal the Federal effort in cities where the program is already in progress. Agency managers are encouraged to contact these liaison people for information about the program and about what they can do to provide their share of job and

training opportunities. The coordinators, in turn, keep the local community action agencies informed of entry-level staffing needs in Federal agencies and open or planned examinations appropriate for their trainees.

In practice, projects in each area operate on the principle of increasing employment opportunities for the disadvantaged by focusing the resources of a number of Federal programs on the target neighborhood and its inhabitants. The resources of the Neighborhood Youth Corps, the Manpower Development and Training Act, the Adult Work Experience Program, and other job training programs are being used to the fullest extent. These are augmented by newer programs such as Operation Mainstream, Special Impact, and New Careers which were established by the 1965 and 1966 Amendments to the Economic Opportunity Act.

As a result of this pulling together of diverse programs into one centrally directed effort at the local level, the Concentrated Employment Programs in different target areas vary in structure, depending on the mix of component programs utilized to meet specific needs of the community.

The flexibility of projects tailored to the special needs of the area and the wide range of services available to participants under the various component programs permit imaginative planning and administration by community action agencies. For instance, day care for young children can be provided under the New Careers programs in order that a mother may be free to participate in a Manpower Development and Training Act course. Recruitment and counseling can be carried out through Neighborhood Youth Corps resources for subsequent placement of an individual in a New Careers training slot.

It would be premature at this point in time to attempt to gauge either the success or effectiveness of so ambitious a program, yet the eventual fate of the Concentrated Employment Program and those it seeks to help depends to a large extent on decisions being made today by all employers, both public and private.

The creation of new programs, such as the Concentrated Employment Program, underscores the need for vigorous leadership by the Federal Government, not only as the instrument for implementing national policy but also as the Nation's largest employer. It is clear that the Federal Government cannot do less as an employer than is asked of others.

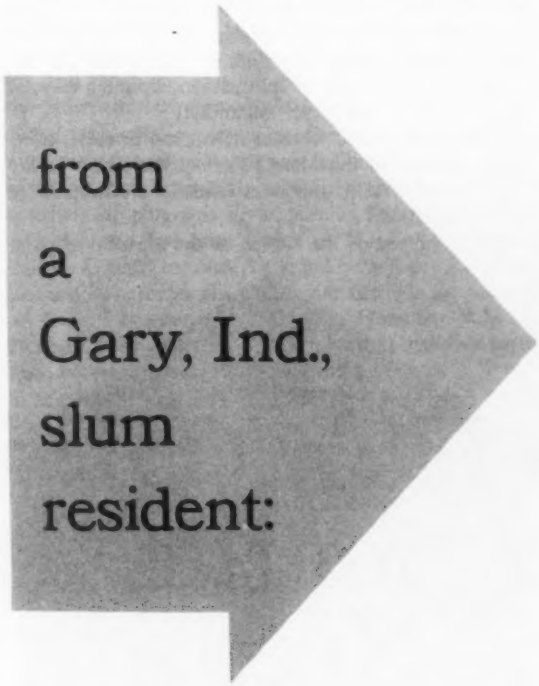
This concept of the Federal Government as a model employer—one that exerts leadership by providing opportunities for productive employment for the culturally and economically deprived—must be upheld as a basic principle of employment practices today. Agency administrators should be responsible, in effect, for furthering certain desirable social objectives through imaginative planning and application of recruitment, placement, and developmental resources.

Although permanent, productive employment for the disadvantaged obviously is the ultimate goal of the Concentrated Employment Program and other related efforts directed toward the needy, managers should be aware of ways in which they may offer support by serving as hosts to program enrollees when permanent employment cannot be offered.

Under typical host-enrollee arrangements, agencies may provide work stations for trainees who need experience to develop skills for future employment. In such instances, the enrollee is not a Federal employee. Instead, he remains an employee of the program sponsor, such as the community action agency administering the local Concentrated Employment Program. When training is completed, the enrollee may be given a permanent appointment in the Federal service only on the basis of eligibility in an appropriate competitive examination.

Many thousands of disadvantaged people have benefited from the work experience provided by the Federal Government through use of host-enrollee arrangements, and agency participation continues to grow. Starting from a modest base of 1,105 enrollees working in agencies in September 1965, the number of work experience opportunities increased steadily to a high of 15,151 in July 1967.

Among the many host programs supported effectively by Federal agencies in the past have been the Neighborhood Youth Corps, College Work Study, Vocational Work Study, Adult Work Experience, and, to a lesser



extent, the Job Corps. Every Federal administrator should recognize the potential of the New Careers component of the Concentrated Employment Program for expanding Federal participation in this area.

Looking beyond the training support possible under host-enrollee arrangements to the long-range objective of permanent jobs for the needy, Federal administrators can rely on the tested concepts of Operation MUST (Maximum Utilization of Skills and Training).

MUST is perhaps the most effective tool that we in the Federal Government have to work with in our efforts to develop new opportunities for the disadvantaged. The cornerstone of MUST is the restructuring of jobs so that lower grade duties are removed from higher grade positions to create new and useful entry-level jobs for persons of appropriate skill levels.

Managers who continually review the job mix in their installations and apply vigorously the job redesign concepts of MUST reap a dual benefit. They serve the Nation's interest by creating additional jobs for the needy, and they contribute to better personnel management within their own agencies by freeing highly skilled professional and technical workers from routine, less productive tasks.

When conscientious administrators have provided training in their agencies through the host-enrollee vehicle and have developed the necessary jobs for the deserving needy through application of Operation MUST, there remains a final link which must be added before the chain of Federal support is complete. The last element—examining the disadvantaged—is the responsibility of the Civil Service Commission.

The Commission seeks to serve as a constructive force in the Federal effort to support employment programs for the disadvantaged through a constant and critical evaluation of its examining plans and techniques as they relate to the needy.

Without turning away from the principles of the merit system, the Commission has developed examining plans which fully utilize the disadvantaged as a source of manpower. These examinations attempt to remove the obstacles to success by eliminating written tests, wherever possible, and by evaluating and rating competitors to a large extent on a consideration of such job elements as dependability, interest, and potential job satisfaction.

Although much has been accomplished by the Federal Government in its capacity as a model employer of the Nation's poor, there is much that remains to be done in the months and years ahead. It is the responsibility of every Federal manager to work to support the goals of the Concentrated Employment Program and other worthwhile Federal programs—for they represent a large stake in America's future.

"I mean outside of this district time marches on . . . They build better and they have better but you come down here and you see the same thing year after year after year. People struggling, people wanting, people needing, and nobody to give anyone help."

LIFE *with the* POWER CHILDREN

by
John D. Weaver

The Executive Seminar Center
is dedicated to the proposition that
a government office need not look like one
nor do its inhabitants
have to talk the government language.

The great art of governing consists in not letting men grow old in their jobs.

—Napoleon, 1796

TO WARD OFF HARDENING of the bureaucratic arteries, the Federal Government has slipped quietly into Berkeley and set up a clinic for middle-aged executives across the street from Sproul Hall Plaza. While the Flower Children plump for peace and pot (KEEP CALIFORNIA GREEN—LEGALIZE GRASS), the Power Children gather in the new Executive Seminar Center for lectures, group discussions and field trips designed to stir up tired administrative blood.

"Where are the kooks?" the bureaucrats ask when they first splash down on Telegraph Avenue. Two weeks later, when they are preparing for reentry into the less heady atmosphere of public service, they are more likely to ask, "*Who* are the kooks?"

One evening after Bishop James A. Pike had shaken up a group of departing government workers with his views on—among other matters—the Trinity ("God by committee") and the Pill, he was questioned by a back-country bureaucrat who apparently had never had cause to doubt the fixed certainties of a world bounded by United Crusade drives, Rotary luncheons, Little League, the Republican party and the First Baptist Church.

"What do you think of the beatniks around here?" the bureaucrat asked, and the Bishop said, "Well, with their long hair, their beards, their robes and their sandals, they *do* look rather like Christ and His disciples, don't they?"

The man's jaw gaped open, as though the BYPU Fourth of July picnic had suddenly gone topless.

"Is it all right to take their picture?" a newly arrived executive asked Associate Director Richard C. Collins on a Sunday afternoon safari into hippie country. "Sure," Rich said, "and they may want to take yours."

The Executive Seminar Center is dedicated to the proposition that a government office need not look like a government office, nor do its inhabitants have to talk the government language. Visiting bureaucrats are encouraged to use idiomatic English, and once they get the hang of it many of them manage to get through an entire day without implementing any guidelines or conceptualizing any criteria. Some even kick the habit of adding "wise" to every third noun, which makes their conversation considerably more graceful, word-wise.

"Can't be done," an Internal Revenue official insisted when a layman suggested that Form 1040 be written in English. "It would lose something in the translation—about fifty billion dollars."

On my first visit to the Center last December, I was delighted to see that the three girls in the panelled reception room had just lighted a Chanukah candle. As a native Washingtonian who has done time in government offices, I couldn't help wondering what would happen in an old-line agency if a request were made to take official notice of the Jewish Festival of Lights.

But Kathy Mello and her two staff assistants, Carolyn Hopkins and Kathleen Pointer, hadn't bothered going through channels. They had simply lighted a candle against the darkness of the rulebooks, and the First Amendment wall between Church and State had survived its warmth and radiance.

"Let the public service be a proud and lively career," President Kennedy said in his first State of the Union message, but death and defection took such a heavy toll that two years later Civil Service Commission Chairman John W. Macy, Jr., reported, "Of the 2,000 top career posts in government, we estimate that one of every three will become vacant in a five-year period."

To groom replacements from within the ranks of Civil Service, an Executive Seminar Center was set up on the grounds of the Merchant Marine Academy at Kings Point, Long Island. Federal executives at the mid-career level were removed from the pressures of their workaday routine for two weeks, and given an opportunity to read and reflect, to question visiting professors and public officials, and take part in group discussions. Most important, they were able to talk shop with fellow-administrators working in fields far removed from their own. Public Health broke bread with Public Roads, and Treasury's Customs collectors swapped stories with Agriculture's biochemists.

The career executives who converged on Kings Point in the fall of 1963 bore a strong statistical resemblance to those who made their way to Berkeley three years later for the opening of a second Executive Seminar Center. They were in their early forties, had spent twenty years in government (fifteen in their present agency), and were earning between $15,000 and $17,000 a year.

Instead of dormitory rooms, as at Kings Point, the Berkeley executives enjoy the old-fashioned, no-nonsense comforts of the venerable Hotel Durant. The food is good and plentiful, the drinks are reasonably priced, and there is no bedcheck. A visiting European lecturer nodded understandably when he learned that the Center's guests are not permitted to bring their wives. But, to his amazement, he discovered the rules also proscribe secretaries and research assistants.

© *1967 by the* Los Angeles Times. *Reprinted by permission of Harold Ober Associates Inc. Mr. Weaver is the author of two recent books, both published by Little, Brown and Company, entitled* The Great Experiment *and* Warren: The Man, the Court, the Era.

Every other Sunday afternoon a new batch of from thirty to forty government officials checks into the Durant, then heads down Bancroft Way to 2440, where the Center has set up shop in a refurbished movie house. After a brief, informal greeting, the officials are turned over to the associate director in charge of their particular course (*Administration of Public Policy, The National Economy and the Federal Executive, Effects of Technological Development*). Ten two-week courses are divided among three young Ph. D.'s who carry their learning lightly. The director is Harry Wolf (smokes pipe, likes puns), assisted by Cradoc (Dick) L. Bagshaw (tells a good story, likes bock beer) and Richard C. Collins (looks like Harold Teen, has five children and a contagious enthusiasm for government).

The director and his associates not only select the reading materials for their classes, engage the guest speakers and preside over the classroom discussions, but also listen to complaints about the hotel beds ("too hard") and laundry prices ("too high"), arrange sight-seeing trips and escort their charges on weekend excursions to North Beach and the Napa Valley. In working out their wine country itinerary, they chose one winery for its limestone caves, another for its informative guided tour, and a third for the quality of its free samples.

On their arrival at the Center most executives assume they have been tapped for a standard management course. They tend to be skeptical of assurances that no effort is going to be made to train them in any way.

"We assume that you can do your job or you wouldn't have been picked to come here," they are told. "If you can't handle your job, there isn't much we could do for you in two weeks, anyway."

"We don't try to turn out Instant Executives," an associate director explains.

Instead, the Center simply provides its guests with two weeks in a climate notoriously hospitable to discussion and dissent.

"They can tune in or drop out," says one of the associate directors. "It's entirely up to them."

On their first Sunday afternoon in Berkeley they are invited to take a stroll across the campus and down Telegraph Avenue. In rumpled, ready-made suits which seem to have been selected from the same sale rack, they appear incongruous and ill at ease in Sproul Hall Plaza, like defectors from a Tanner bus tour. They steer a cautious course between bongo drums, baby carriages and booths set up to raise funds for Socialism and sexual freedom (GIVE TO THE UNWED MOTHER OF YOUR CHOICE).

They eye the graffiti like spinster schoolteachers taking in the unabashed priapism of the national museum in Naples: HAPPINESS IS A UNIVERSAL CONSPIRACY, HELP SEND RONNIE BABY TO CAMP, SUPPORT MENTAL HEALTH OR I'LL KILL YOU. A Bureau of Indian Affairs official took issue with a hand-lettered banner: CUSTER DIED FOR OUR SINS.

Leaving the campus and starting down Telegraph Avenue, the bureaucrats pick up copies of the *Berkeley Barb* ("I WAS A STRAIGHTIE"—LIFE AMONG THE POWER CHILDREN), then adjourn to the second floor of the Durant, where they have a drink or two at what has been pointedly billed as a "no-host reception." The less sophisticated give themselves away by asking for whisky and 7-Up. A rare swinger orders a double martini, very dry.

They are, for the most part, men accustomed to routine tasks performed according to relentless schedules. On their first night away from home and the office, they have a couple of belts of bourbon, hit the buffet a telling blow, take a walk around the block, then go up to their rooms and call their wives.

"You know," they'll say at breakfast next morning, "it's snowing in Idaho Falls."

Work begins first thing Monday morning (8:15), when the executives take their seats at the long tables in the main conference room. They wear plastic cards identifying themselves by name and agency, but in some instances the man proclaims the agency. Treasury and Commerce tend to have an institutional pallor, while Forest Service and National Parks are deeply tanned. Army Corps of Engineers will usually have a slide rule protruding from a breast pocket, and Indian Affairs will be wearing a leather thong for a tie.

The associate director in charge of the class gives a brief outline of the course, then calls on each of the executives to introduce himself and say a few words about the sort of work he does and how long he has been doing it. One such round of introductions ended by chance with an official from the Internal Revenue Service.

"Speaking as your sponsor," he said, "I'm delighted to hear about all the fine things you fellows are doing. I only wish we could collect more money for you."

The tax man happened to be a Negro, which is unusual at the Center, not because there is any racial discrimination but because comparatively few Negroes have as yet advanced to the upper reaches of public service. For the same reason few women turn up for the seminars. When they do, they are overwhelmed by clumsy gallantry. One unforgettable lady official, who looked like an elementary school principal, broke open a deck of cards on her first evening in Berkeley and suggested a friendly game of stud poker. Two weeks later she had cleaned out the class.

At the conclusion of the first morning session, the program director assigns required readings from such publications as *Daedalus* and *Science, American Political Science Review* and *Administrative Science Quarterly*. The executives then make their way back to the Durant, have lunch, and return to the conference room to hear and question the first of a series of guest speakers.

Some are earbenders drawn from the classroom and the lecture circuit, others are government officials, industrialists and scientists. Among scientists, the most popular speakers are those who have worked in both government and science, notably such men as Willard Libby of the Atomic Energy Commission and UCLA.

"We've got to keep going to school all our lives," Dr. Libby recently told a group of executives. "It's absolutely essential."

One of the Center's most engaging and highly respected speakers is Kenneth R. Hansen, vice president for planning, Syntex Corp. (they make the Pill), who is equally at home on either side of the bureaucratic wall. He has not only served as an executive in such large outfits as the Atlantic Refining Co. but also held high office in the Budget Bureau during the Kennedy Administration.

For its academic talent the Center depends not only on its Berkeley neighbor, but also on the other faculties within the university complex as well as on Stanford and the University of Southern California. The executives listen most closely to the professors who have had some practical experience in government or private industry. They are less attentive to the academic bureaucrat who speaks the meaningless jargon of the social sciences.

"If a person wants to have his mind stretched, he'll prefer the academician who talks in theoretical terms that he can apply practically," says James Beck, who directed the Center during its first year.

The Center makes sure that its guests have a chance to slip across the street to hear Barry Goldwater or Herbert Aptheker, Charles Percy or Bobby Kennedy. Attendance is not compulsory, it is merely made convenient. By the end of the first week most of the executives are regular readers of the campus paper, *The Daily Californian,* and have dipped into some of the underground publications, including the Los Angeles *Free Press.*

"What we've got going here is a Happening," say the associate directors, whose academic credentials combine with lively, far-ranging minds to make them ideal hosts for a federal freakout.

At the end of each two-week program, the executives are asked to evaluate the course, the instructor and the guest speakers. Some typical comments: "I have gained a new appreciation for the overall workings of the government . . . " "All lecturers were effective and stimulating with the exception of _____ who mumbled at the ceiling and floor and didn't get his message across . . . " ". . . too much theory by political scientists." "I was pleasantly surprised and very impressed."

Executives are encouraged to dress informally, but for the first day or so they usually show up in business suits. Gradually they remove their ties, blossom out in sport shirts and slacks, and those with hair let it grow a bit. When they get around to shedding their coats and ties, they usually shed their preconceived notions about Berkeley as well.

"I have a daughter in junior college," a Florida bureaucrat wrote the University at the end of his stay at the Center. "If she told me two weeks ago she wanted to go to Berkeley, I would have stopped her. If that becomes her choice, she will have my permission when I return home."

The Center's out-of-state guests are often taken aback to discover that the Berkeley campus has provided almost twice as many Peace Corpsmen as any other university, and Cal students are teaching impoverished Negro children in West Oakland, conducting high school classes at San Quentin Prison, and spending their summer vacations working in remote Mexican villages as part of the Amigos Anonymous program.

When director Harry Wolf arranged for one of his classes to meet with three graduate students for an uninhibited bull session, the Power Children were jolted at the outset by a bearded PoliSci Ph. D. candidate who was immediately written off as a typical Berkeley beatnik. He turned out to be a combat-decorated Marine Corps officer.

"They're against *everything*!" a disgruntled government official snapped after the three students had given middle-class values a thorough working-over. He was jumped on at once by two of his colleagues. "So was I at that age," one of them said, and the other asked, "Do you remember those raccoon coats we used to wear? And the stuff we *drank*!"

The most memorable moment in the meeting came when a plump, red-faced bureaucrat blew his cool. "You wanta know something?" he shouted. "In twenty years you'll be just like us." The three students said nothing. Their silence was eloquent.

"It's helped me as a person," an executive told me one Friday afternoon when I asked about his two-week stint at the Center. "I've got a boy in high school and our lines of communication haven't been very good lately. I've got a better understanding now of how he sees things."

From time to time, the Center's guests share the Durant's facilities with about an equal number of their free enterprise counterparts who come to Berkeley as participants in the Executive Program of the University of California School of Business Administration. Bruce Neighbor, who runs the program, sees to it that the University's executives get together with the Center's executives for discussions and field trips.

In general, the Profit Children sleep later than the Power Children, dress better, drink more and seem to be less well informed about social problems. On a joint expedition into the lower depths of Oakland, the businessmen were visibly shaken by the misery of the city's Negroes.

"They couldn't believe it," says one of the Center's associate directors, "and they just didn't know what to say. Afterwards we met the mayor of Oakland, and it was our fellows who asked the pointed questions. The other guys were still groggy."

"We are getting specialists," Dr. Neighbor says of his program. "These men have a fragmented viewpoint. Most have not been able to look seriously at problems which transcend their own organizations."

This same tunnel vision is an occupational hazard in the federal bureaucracy. If an underling were to burst into some government offices with the news that bombs had begun to fall on Times Square, his superior would probably snap back, "That's not my area of responsibility. I'm working on my budget estimate. Why don't you call the Pentagon? I think they handle that sort of thing."

During the late-Coolidge, early-Hoover Era, when I was growing up in Washington, Civil Service was a refuge for clerks and stenographers who helped high-collared bureau chiefs deliver the mail, conduct the census, confiscate Paris editions of *Fanny Hill* and put a protective arm around the Pribilof seal, the Navajo Indian and the Iowa farmer.

I was just finishing college when the bureaucracy was overrun by a feisty bunch of New Deal lawyers, economists and social workers who let in fresh air and fresh ideas. When I returned to Washington a generation later, in the second year of the Kennedy Administration, the sprightly young New Dealers had become arthritic old bureaucrats and the new glamor agencies of government had passed into the hands of crewcut astrophysicists and systems analysts.

The bureaucracy had suffered this sea change because the world it serves and reflects had changed forever at Hiroshima.

"The tasks facing the government employee are increasing in complexity each day," President Johnson has said. "He is challenged by the problems of outer space and urban blight, of national security and crime in the streets, of economic development abroad and manpower shortages at home. To each task, he must bring the best our advanced technology can provide. And for each task he is given the most modern equipment available."

The most modern equipment does not include a public service academy. At West Point, Annapolis and Colorado Springs, young Americans are trained in the latest refinements of mass slaughter by land, sea and air, but no comparable institution has been established to guide them in the peaceful arts of public service.

The Kings Point and Berkeley seminars provide for mid-career executives in their 40s, and a new center for advanced study will accommodate senior executives in their 50s, but nothing of this sort is being done for the junior executive in his 20s and 30s. This is the young man the government needs and finds it difficult to recruit or retain.

An increasingly youthful population continues to be governed by middle-aged men born into a different world. When 45-year-old Power Children look across Bancroft Way at Flower Children half their age, they experience something of the same frustrations and annoyances that must have vexed those for whom the Stone Age passed directly into the Iron Age.

The Power Children, confronted with buttons and bumper stickers urging them to make love not war, are shocked by the immorality of the Flower Children's cheerful abdication of the responsibilities that accompany the act of love. The Flower Children, asking only to be let alone so they can do their thing, are no less shocked by the immorality of the Power Children in permitting Oakland's poverty to co-exist with the routine expenditure of $400,000 to kill one naked peasant crawling through a rice-paddy half a world away.

The U.S. Government may not be ready at the moment to stick flowers in its hair and open the Capitol to a national love-in, but at least it has come in peace to the land of the Flower Children, and it seems to be making a sincere effort to learn their language and to understand their customs. The Government isn't getting any younger, but the governed are. That's the great American hang-up.

HAPPINESS IS *A* WELL-PLANNED TRANSFER

Walter E. Mylecraine
Assistant Commissioner
Office of Construction Service
U.S. Office of Education

"THIS IS DIFFICULT. I feel like the child of divorced parents."

This comment may sound unusual, coming from a Federal career professional. But the feeling expressed is not unusual when programs are transferred from one agency to another and employees must choose between following their professional interests and staying with a familiar home agency.

Moving people and duties is not uncommon in Government, but transferring personnel to their maximum satisfaction is uncommon. This is the story of a transfer in which more than 95 percent of the affected personnel in two agencies (Department of Housing and Urban Development and Department of Health, Education, and Welfare) were placed in comparable or better positions as a result of the move—and each in the agency of his choice.

It is believed that the transfer was accomplished successfully because the team of managers assigned to carry out the changeover gave top priority to matching people with their fields of interest and followed realistic ground rules in working with situations that often are not handled skillfully in transfer operations.

THE SETTING FOR TRANSFER

For more than 15 years, the U.S. Office of Education in the Department of Health, Education, and Welfare has reimbursed the Department of Housing and Urban Development and its predecessor agency (Housing and Home Finance Agency) for performing certain engineering services. These services, which included reviewing construction proposals, inspecting building activity, and certifying progress, were connected with two educational construction programs administered by the Office of Education.

One such program aids in the construction of public elementary and secondary schools under the School Assistance to Federally Affected Areas law. The other helps public and private colleges and universities build classrooms, libraries, and laboratories under the Higher Education Facilities Act of 1963. The level of construction activity supported by these programs nationally approximated $2.5 billion in 1966. HUD personnel employed in the programs totaled about 260.

In August of 1966, both HUD and HEW agreed that these reimbursed services would be transferred to the Office of Education by July 1, 1967. Why? HUD, established less than a year earlier, was being oriented for a massive assault on the problems of American cities. HEW was itself undergoing reorganization to meet urgent human resource problems. The Office of Education, in line with this new direction, was evolving into a major Federal constituent agency with a $4 billion budget.

As HUD and HEW diverged in their targets, it became increasingly evident that for economy and efficiency of operations the Office of Education needed clear control of all its educational construction programs. In addition to the two programs receiving technical support from HUD, the Office of Education administered other programs which included construction activity, such as vocational education, research and development, and supplementary educational centers. Moreover, looming on the horizon was the possibility that the Congress in response to serious national needs might authorize funds for general school construction. This would require the Office to develop a widely expanded approach to educational construction. In view of these factors, the transfer of the HUD delegated services was a natural move.

PLANNING THE CHANGE

To accomplish the transfer, a team was set up to include Miss Dorothy Boyce, Director of HUD's Division of Academic Facilities; Robert F. Miller, Assistant Director of the Office of Education's Division of College Facilities; and the author (at that time serving as Assistant to the Deputy Commissioner of Education). They were to work closely with HUD's Under Secretary Robert C. Wood and Commissioner of Education Harold Howe II. The team also kept in close contact with the Office of Education and the HUD personnel staffs. Advice and assistance were obtained from personnel representatives of both agencies before any major steps were taken.

The team recognized several considerations as crucial in the implementation of their task: The Government could not afford to lose any of the architects and engineers concerned—top talent in short supply and in great demand. These professionals, at the least, were to be given the opportunity to say where they preferred to work. Moreover, beginning July 1, 1967, the Office of Education had to perform those services formerly provided by HUD without any disruption or drop in efficiency. And, finally, it was important that HUD keep those professionals who were experienced and motivated toward working with city-oriented construction.

On the basis of these priorities, the team prepared what they believed were essential ground rules, to which both agencies agreed.

- The Under Secretary of HUD and the Commissioner of Education would be available to make significant decisions at critical times, whenever requested. Important here is the phrase "whenever requested." Obviously, these officials couldn't concern themselves with numerous details and decisions which came within the purview of the authorized special team. But dividing up agency assets, such as personnel ceiling and budget, demands the attention of leaders virtually at the top.

- All HUD employees who had been working on educational construction at least 50 percent of their time, as of June 30, 1966, would have the right to transfer to the Office of Education, no questions asked. The back date agreed to was just as important as the 50-percent yardstick. It was a date about six weeks prior to the time that employees knew about a transfer, a date of normal operations. This meant that no one could be accused of having put people in or out of educational construction in anticipation of a transfer.

- There would be no escalation in the grade structure of either agency, nor would grade promotions be offered to induce employees to transfer or remain. Instead, each employee would have to make a decision on the basis of his professional career preference as between city-oriented activity and educational construction in general. The aim would be to attract people into educational construction solely on the basis of their professional interest, what they wanted to do in life—not on how much more

money shortsighted interagency competition might stack on the table.

- Each employee concerned was to be interviewed personally and at length by the team of officials representing both agencies. The agencies were to have equal time in presenting the options open to the particular employee. To insure consistency in management's message and conduct of the sessions, the same officials were to hold the interviews in HUD offices around the country.
- Employees choosing to transfer to the Office of Education were to be assigned to specially created interim units in the HUD regions so that they might work exclusively on educational construction. The assignments were to be made early in January or February of 1967, several months before the July 1 transfer. This would provide a suitable transition period in which employees could adjust to new work and personal situations; furthermore, it would insure a continuity of quality service to the educational community.
- HEW, as the receiving agency, would pay the full potential of employee benefits under the recently modernized transfer regulations (see Bureau of the Budget Circular A–56, October 12, 1966).

IMPLEMENTATION AND SUCCESS

Beginning in January 1967, the team of interviewers set out across the country to visit each of HUD's seven regional offices. Working sessions were held in each city with the HUD Regional Administrator and his key personnel. Later the transfer precedure and its rationale were explained to affected employees. Each employee was asked to state his career preference. The team went from city to city, explaining the move, answering questions, resolving uncertainties, discussing construction policies, meeting the people concerned.

The results? By July, when the Office of Education activated its newly created Office of Construction Service, about 140 former HUD employees were on board and initiated to their new capacities. Most important, employees concerned had their choices honored in better than 95 percent of the cases. Presently, there are nine regional engineers for Office of Education construction activities in the nine HEW regional offices, all of them former HUD employees. The morale effect—the fact that professionals were doing what they wanted to do and were happy doing it—was the best measure of success.

An interesting sidelight is that just about the number of professionals needed by the Office of Education requested transfers, while the number HUD needed for its purposes elected to stay with that agency. It was a case of career preferences dovetailing with the needs of the agencies. This happy result could never have been achieved if the career interests of these professionals had not been maturely solicited and respected. Of course, HUD was just as pleased as HEW. As Miss Dorothy Boyce expressed it, "It's a great credit to HUD that we could retain from our staff a competent engineering service for the Office of Metropolitan Development in each HUD regional office and also provide enough trained technical people to help the Office of Education launch its own construction service."

From the management viewpoint, both agencies benefited greatly from the cross-country interviews. For one thing, the channels of communication both down and up were opened wide. Employees had a chance to talk as well as listen. In itself, this can be a most beneficial exercise. Moreover, these were all professionals with long years of experience and competence. The payoff in ideas, suggestions, and advice which resulted from the interviews far exceeded the cost of conducting them. Policy and procedural planning, administrative actions, operating methods—the whole gamut of management functions—were explored for ways to increase efficiency, reduce costs, and provide better service. There were no sacred cows; what needed changing was changed. As a result, the Office of Education's Construction Service Office started in July with a highly professional operation in terms of its internal management and relationships with the educational community.

QUOTABLE:

MEN OF QUALITY

—A column by John Herling which appeared in the Washington Daily News. *Mr. Herling is a syndicated columnist and editor of* John Herling's Labor Letter.

♦THE DEDICATION of men and women in Government service makes up that extra component in productivity beyond computer measurement and beyond price.

I am not referring to those visible and audible, sometimes admirable personages who, "drafted" from private life, come to Washington "at great sacrifice" to serve the public welfare. Nothing seems to me more phony than such alleged sacrifices. I'm referring rather to those who have made Government a career. Those who at a quite early stage decided on a life of service to the people.

Such men and women identify themselves with Government service as others may with the ministry or with teaching. Their growth as persons and their continuity as Government employees constitute a national resource which transforms the making of democratic decision into a viable society.

The satisfaction they derive from their jobs, aside from a retarded salary schedule, comes from the fulfillment in meeting the challenges and overcoming frustations inherent in any endeavor no matter how noble in conception. But year-in, year-out they stick. Slowly they rise from the ranks, bringing to their superiors an accumulation of wisdom and expertise.

This is true of most Government departments, certainly of several with whose personnel I have become familiar. As a reporter of labor affairs I have become especially aware of the career men and women in the Labor Department. One of the smallest departments, this agency has over the years assembled and cultivated a reservoir of enormous talent. Universities, the more responsive corporate entities as well as State and city governments lust after them, and sometimes seduce them away from the Federal Government.

But while this is a form of recognition, in the Federal Government too often these men and women are taken for granted. They work, they serve, and then they are permitted to leave, often at the height of powers. Two such men have just retired, with brain intact, fire in their bellies, and undiminished stretchability. One is Harry Weiss, Deputy Assistant Secretary of Labor for International Affairs, and the other is Nelson Bortz, Director of the Bureau of Labor Standards and former Assistant Secretary of Labor for Labor-Management Relations.

From the time Mr. Weiss came to the Labor Department, fresh from the University of Wisconsin, he had given himself over to a whole range of innovative responsibilities and helped establish policy and practice in the newly formed Wage and Hour Division. In time of war, he helped create administrative bodies which reflected the needs of the people and the requirements of the economy. More recently he had transferred his abilities to the field of international labor relations.

In Mr. Bortz' departure, Labor Secretary Wirtz loses another man who combines deep earnestness of purpose and sagacity. When Mr. Bortz arrived at the Labor Department in the middle 1930's, the Bureau of Labor Statistics was timidly moving toward development of a useful body of knowledge in industrial relations. He enhanced the department's performance in this field. His judicial quality was recognized when he was made Chairman of the Railroad and Airline Wage Board during the Korean War. He brought a steady hand and unflustered intellect to subsequent assignments in the field of labor-management relations, and finally as Director of the Bureau of Labor Standards.

At any rate the Labor Department is losing Messrs. Bortz and Weiss, each having served more than 30 years. They were still five years from normal retirement. Just about 60, they have no more than reached the adolescence of middle age. What a time to quit!♦

AU SERVES FEDERAL EMPLOYEES

AMERICAN UNIVERSITY, currently observing its 75th anniversary, provides training for thousands of Federal employees in the Washington, D.C., metropolitan area on campus and in 25 off-campus centers.

The off-campus centers cater particularly to Government personnel. Over 4,000 students, most of them Federal employees or military personnel, are enrolled in the off-campus programs. Nine centers are located in Federal agencies, the largest one in the Pentagon. Courses range in subject matter from basic statistics to atomic physics to police investigation procedures.

Most Government-employee students sign up for courses related to their work. In some cases, fees are paid by the employing agency. Some 41 Government agencies, ranging in size from the Small Business Administration to the Department of Agriculture, provided tuition assistance for study at American University, either partially or in full, last fall.

American University began as a graduate institution, opened primarily to offer advanced degrees to Government employees with only bachelor's degrees.

then . . .

and now . . .

MODERNIZING THE FEDERAL APPLICATION SYSTEM

by ELIZABETH B. GROVE
Public Information Office
U.S. Civil Service Commission

THERE ARE SKEPTICAL PEOPLE speculating that we can't survive without it.

There are rumors that other people are hoarding supplies, to take out and look at, once in a while, for solace.

What is behind this ripple of restlessness, this wave of surmise and surprise stirring the Federal civil service?

Demise. Form 57. Standard Form 57. Approached with trepid and vincible spirit by the initiated and the unaware alike. The formidable, venerated, awesome "Application for Federal Employment" is on its way out.

Be assured that it will be given decent, respectful retirement, as are all good and faithful Federal civil servants.

If it is missed, at first, this too will pass. And its fresh young replacement will gradually cease being regarded

as an upstart, and become something we're glad to have around.

Certainly our applicants will be glad to have it around. It may even improve their health.

All that black coffee consumed. All those cigarettes chain-smoked, in the course of filling out a Form 57 that would be foolproof, that would Favorably Impress Very Important People.

QUESTIONS, QUESTIONS

Did that immediate supervisor on your first job spell his name Pfeifer or Pfeiffer? Will you be rated retarded if you admit you don't remember? Unreliable if you get it wrong?

Was it three or five credits you earned from that Ethics course you took your junior year?

Can the typist whose services you shared with a couple of colleagues be counted as someone you supervised?

By what elusive magic are you going to manage to type (neatly) a 12-letter word in a space that will accommodate exactly seven?

Is the language of the reams of words you've written about your experience—and those you have yet to write—forceful, positive, impressive? (Get on with the grueling job. It's way past midnight.)

And then, finally, as dawn breaks, with the ashtray overflowing and the coffee long since cold, you are through. Until you read the thing over and realize your "Reason for leaving" your second job—a perfectly legitimate Reason—has somehow gotten hopelessly smudged.

By this time you, too, are hopelessly smudged. And sorely tempted to return to Question 29, "Have you ever had a nervous breakdown?", cross out "No" and write in "Not till now." In ragged and trembling penmanship.

Remember? And remember the number of copies you had to make? And the number of times you had to repeat the whole, endless process if you sought to change jobs?

ORDEAL ENDS

Well, as of July 1968, we who have survived such trauma can forget it. Forever. And newcomers to our ranks, lucky innocents, will be spared the ordeal.

Because the new "Application for Federal Employment"—Standard Form 170—is a compact, 4- by 8-inch card that can be filled out in a matter of minutes.

Announcing it at a press conference February 12, Civil Service Commission Chairman John W. Macy, Jr., said, "The person who hates to fill out long, involved forms will find Standard Form 170 a refreshing change." He added that the abbreviated application "responds to President Johnson's continuing call for improved service to the public."

Designed primarily for the use of persons who have passed civil service tests and by Federal employees who are job hunting, the simplified form permits an applicant to describe briefly the type of job he is seeking, his availability, and his education and work experience. The form provides enough information for a Federal employer to decide whether he is interested in learning more about an individual.

If he is not, more information would waste both his time and the applicant's. If he is interested he can get the further information he needs by requesting the applicant to fill out a second new form, 171, "Personal Qualifications Statement."

Standard Form 171 is really a revised and improved 57. It will provide all the information needed for final selection purposes. It will also serve as the unassembled examination paper when candidates are rated on experience and education without taking a written test.

EFFECTIVE TWOSOME

Together, Standard Forms 170 and 171 will meet all the needs now met by 57, and will do it more efficiently and more economically.

That is the whole point and purpose—more efficiency and more economy. The new procedure is designed to speed and streamline the system of Federal employment.

A perfectly logical question at this point is, what monumental reverberations were necessary to shake loose the seemingly unshakable Form 57?

The answer lies in the findings of a Civil Service Commission interbureau task force, charged to explore a modernization of the Federal application system. It was headed by Charles J. Sparks, Deputy Director, Bureau of Management Services.

After extensive review of the various application forms now in use by the Federal Government, State and local governments, and private industry, the task force turned its attention to the information needs of interviewers, placement officers, supervisors, and examiners.

TOO MUCH INFORMATION

What they learned was that multiple-purpose Federal application forms account for the collection of vast quantities of information, much of which is not always needed or used.

The general opinion in 1942, when SF–57 replaced a multiplicity of other forms, was that it would be not only convenient for Federal officials, but for applicants as well. In a single stroke, the applicant would be able to put down almost all of the information needed for selection, examination, and appointment.

But SF–57 has caused the documenting of vast quantities of information, much of which, initially, is nonessential.

Thousands of people have wasted long, fitful hours over 57s to apply for vacancies that may not even exist, as well as to apply for jobs for which they are not qualified by the broadest stretch of the imagination.

It is impossible to determine exactly how much effort has been thus fruitlessly spent on the part of applicants

filling out the 57, or of supervisors reviewing unnecessary information.

STUDY FINDINGS

But when the Civil Service Commission began its special study of what could be done to modernize the application process, it was found that some estimates could be made.

In Fiscal Year 1967 there were 20.7 million Government application forms consumed, of which more than 16 million were 57s. Of these, about 2.5 million were used for examinations. Here knowledge stops, and assumption begins. For the sake of the broadest analysis possible, gross assumption.

Assume that a million application forms were consumed for the documentation of appointments. This is grossly overestimated because there were only about a million accessions. In many cases, the application form used in the examining process or the application form submitted by the applicant is used as the appointment document.

Assume further that a million additional forms were used for the updating of merit promotion files. This also is ridiculously overstated. In no event would one-third of the entire work force of three million employees be required to update their folders in any one fiscal year.

Assume further two million consumed for discards, lost, or stockpiled by individuals. These all add up to a net of 14.2 million forms.

WHO USES THE FORMS?

Now assume that these gross overestimates are wrong—say by five million forms. With this assumption the net becomes 9.2 million forms. Intended or not, the largest single use of Federal application forms is for job-hunting.

The job hunters are applicants on registers who seek employment not by waiting for regular order certification, but by wide circulation of additional application forms to agencies, even to individuals they think might be interested in their qualifications.

Current Federal employees are very active job hunters. They understand how important it is to distribute large numbers of 57s.

Former employees also use this method when they seek return to the Federal rolls. Then there are a few applicants who don't understand the Federal employment system, who start out cold with 57s without any knowledge of examination procedures.

THEORY VS. REALITY

The classical theory is that each and every one of these laboriously executed applications is studied in the same excruciating detail with which it was completed.

The practical reality is that the hard-pressed Federal manager reviewing application forms first does a rough screening job, mentally briefing down each form to winnow out applicants who are obviously not suitable for his vacancy.

The task force found the pressure for this type of briefing expressed most vividly in the great interest shown throughout the Government in computer screening devices to boil down to its essence what a job candidate has to offer so that the selecting official can know where to concentrate his time.

They also found the concept of a long application form, requiring large amounts of time for review, to be diametrically opposed to the concept of giving the widest possible consideration to applicants in filling positions.

SCREENING DEVICE

The Federal administrator, faced with a pile of long application forms, simply cannot give as effective consideration to a given number of applications as he could with a screening device to help him get more quickly to applicants who merit more detailed attention.

Screening of job-hunters is vital. Ten to 15 million applications—together with an unknown number of reproduced copies spawned by presses and copiers all over the country—actually produce less than a half-million accessions per year as a result of job-hunting.

Taking all these facts into consideration, the task force saw a genuine need for a brief application form—which emerged as Standard Form 170.

TESTING NEW FORM

The new form has been thoroughly tested, using modern market research techniques. The research began with employees and applicants. Naturally, less work was popular with everyone.

In a 2-stage project, the task force then checked with selecting officials.

First, eight certificates of eligibles were drawn. Before these certificates were taken to selecting officials, a short form for each eligible was completed. Officials were asked to review the short form, rank the applicants in their order of preference, and then rank on the basis of Form 57s. Result? *An almost direct correlation in the ranking on both bases.*

Of course, a final selection will never be made on the basis of the new form, but this was the most rigorous test possible.

Second, the Commission did additional research in cooperation with the Departments of Air Force, Interior, and Treasury, and the General Services Administration. In this case, a test booklet was made up with forms for applicants in various grades and occupations. Sixty-five selecting officials were asked to rank individuals on the basis of both forms.

Again, the task force found extremely high correlation.

PREFERENCE FOR SHORT FORM

Most surprising of all, three out of four selecting officials preferred to work with the short form. In view of the normal inertia and resistance to a drastically new idea, this is most significant.

Finally, the forms were sent out to all Commission regional offices and to all agency personnel directors. This final review produced many beneficial suggestions and broad acceptance.

There are disadvantages and risks in any major innovation.

One disadvantage is that some applicants will be asked to submit a short form *and* a long one, but adverse reaction should be minimal because 171 will be asked for only when there is an expression of personal interest in the applicant.

BETTER RECRUITS

While there may also be an increase in job-hunting, this may produce better recruits.

Some individuals may feel the short form constrains their freedom to describe themselves. These people will probably submit encyclopedias of their qualifications, complete with résumés and commendations, at the same time they submit the short form, but with one added advantage—there will now be a brief of what's in that pile of paper.

There are many references to Standard Form 57 in existing issuances—examining literature, Federal Personnel Manual material, and agency papers. It would be impossible to change all directives at once, without exorbitant expense. Therefore, the SF–171 will bear a parenthetical designation, "formerly SF–57" for two years, which should be long enough for washing out all references to the old application forms.

There is also the risk of improper forms use. Selecting officials may not understand the advantages of the form in economizing on their own time, or understand fully their obligation to the public to provide service by accepting the new form when it will suffice. Some supervisors may make final selections based solely on the content of the new short form.

RISKS MINIMIZED

Both of these risks can and will be minimized through an intensive educational campaign. It is difficult to imagine a world without the 57—it's been around so long.

The campaign will call for Government-wide cooperation. In addition to press releases, instructional materials, and briefings, agency personnel offices will be asked to help see that everyone gets the word.

Major advantages are these. There will be a great saving in time—of applicants, employees, and selecting officials. Such officials should be able to make decisions earlier and render faster service to applicants.

The short form has been designed to fit in a window envelope, to speed correspondence with applicants.

Printing savings are estimated conservatively as being in excess of $86,000. There will be other savings in reduction of filing space.

POTENTIAL ADVANTAGES

There are also potential advantages. Some private firms use a short application form on college campuses, at professional or social gatherings—anywhere a recruiter might encounter an applicant with potential. These people may willingly complete a short form, and if it arouses interest then be glad to submit more detailed information.

There are also advantages in general inquiry servicing. Over 90 percent of all general inquiries are letters, many too vague for specific advice. Public inquiries on SF–170 will make more helpful advice possible. Likewise, the form can expedite job counseling.

The initial thrust of this forms re-engineering was aimed at improving service to the public. As the President's manager of the Government-wide program to improve service, Chairman Macy initiated this effort to modernize the form which, second only to the 1040, is the best known form of the Federal Government.

It provides more than improved service. It also provides a means for streamlining application processing to the benefit of Federal managers and personnel staffs as well. When the new system goes into effect on July 1, 1968, another step will have been taken in the constant improvement of the Federal Government's employment practices.

KUDOS AND CREDITS

THE CIVIL SERVICE JOURNAL has consistently received excellent cooperation from Federal agencies and installations in providing editorial material and illustrations. The editors wish to acknowledge the fine photographs which illustrated "The New Look in Summer Employment" in the October-December 1967 issue. The photos, representative of summer employment throughout the Federal service, were supplied by the Naval Air Rework Facility at the Naval Air Station in Alameda, Calif., and the Pacific Missile Range Headquarters in Point Mugu, Calif., and the credit line was omitted.

LEGAL DECISIONS

LOYALTY-SECURITY—APPLICATION FOR EMPLOYMENT

Soltar v. *Postmaster General, et al.,* District Court, California (N.D.), December 8, 1967. Plaintiff was rated ineligible because he refused to answer the two questions on the application form that relate to membership in the Communist Party or other similar organizations that advocate the overthrow of the Government of the United States. The court directed the Postmaster General and the Civil Service Commission to process the application without the answers to the two questions. The court found that the questions indicate that mere membership in any of the organizations is proscribed whether or not the individual has been active in furthering the aims of the organization. On this basis the court decided that requiring answers to the questions is unconstitutional in the light of the Supreme Court's decision in the case of *Elfbrandt* v. *Russell* because it violates the plaintiff's right of association guaranteed by the First Amendment. The court also noted that the Government has not shown any significant Federal interest which would require asking the questions of an applicant for a position as a postal clerk. An appeal has been noted.

LOYALTY-SECURITY—EMPLOYMENT

United States v. *Robel,* Supreme Court, December 11, 1967. The Supreme Court held unconstitutional a provision of the Subversive Activities Control Act which made it illegal for a member of an organization that had been ordered to register by the Subversive Activities Control Board to accept employment in a defense facility. Plaintiff was indicted on the ground that he was a member of the Communist Party, which had been ordered to register by the Board, and that he had continued his employment with the Todd Shipyard, a defense facility, after the date of the final order of the Board. The basis for the court's decision was overbreadth, the principle on which the *Elfbrandt* case, the *Soltar* case, and a number of other cases involving State loyalty oaths have been decided.

To use the court's words: "The section sweeps indiscriminately across all types of associations with Communist-action groups, without regard to the quality and degree of membership."

An interesting feature of the decision, which raises a question as to whether the court might be changing the ground rules for its decisions in cases involving the First Amendment, was the court's refusal to balance the Government's interests in the security of defense facilities against Robel's First Amendment rights. In other cases the court has applied the "balancing test" to sustain the constitutionality of legislation that invaded constitutional rights where the legislation was narrowly drawn so that the Government's interest was protected with the least possible infringement on the constitutional rights of individuals.

In this case the court ruled that "The Constitution requires that the conflict between Congressional power and individual rights be accommodated by legislation drawn more narrowly to *avoid the conflict.*" (Emphasis supplied.)

It is interesting to note that the statute involved also makes it illegal for a member of an organization that has been ordered to register by the Subversive Activities Control Board to accept employment with the United States.

REDUCTION IN FORCE ENJOINED

AFGE v. *Webb, et al.,* District Court, D.C., January 11, 1968. In an action that has been taken on relatively few occasions, the court enjoined the separation and demotion of employees in a reduction in force at NASA's Marshall Space Flight Center that were scheduled to be effective as of January 13, 1968. The suit was brought by the local union and six individual employees on their own behalf and on behalf of 600 or so other employees who were affected. The employees contended that the actions taken against them were illegal because NASA was retaining contract employees who had been engaged under support service contracts between NASA and several contractors. The injunction may be lifted as to employees individually or in groups when the Commission adjudicates individual appeals or when the Commission and NASA are able to tell the court that they are agreed that the contract operations do not affect the rights of the employees or groups of employees.

APPEALS—COMMISSION HEARING

Williams v. *Brown,* Court of Appeals (D.C. Cir.), October 17, 1967. In the October-December 1966 issue of the *Journal* (Vol. 7, No. 2), we referred to this case as "a serial story." Even this last chapter of the story is noteworthy: the Court of Appeals adopted the principle enunciated by the Court of Claims in the *Hanifan* case. The holding in the *Hanifan* case as interpreted by the Court of Appeals in this case is that, because Congress

envisaged the Commission hearing as an integral part of the removal process, any discharge remains inchoate until such a hearing, if sought, is effectively afforded. If procedural errors are committed during the Commission hearing, the removal is invalidated and the employee should be restored to duty and given back pay. However, the court noted that this case arose before the issuance of Executive Order 10987 under which employees may have an evidentiary hearing at the agency level as well as a second evidentiary hearing upon appeal to the Commission. The court does not indicate whether or not its decision would be different because of the change; it merely points out that in this decision it is deciding the case on the facts before it.

REMOVAL—HOMOSEXUALITY

Murray v. *Macy, et al.,* District Court, Alabama (N.D.), November 27, 1967. Plaintiff was removed from the postal service on charges of misconduct involving homosexual acts. Plaintiff admitted the acts and admitted that they were immoral. He claimed that the removal was illegal because there was no relationship shown between the activity and the efficient performance of the duties of his position. The court held that conduct that is immoral and criminal under the laws of all the States (except under specified conditions in Illinois) is sufficient basis for removal regardless of the efficiency of the employee.

—John J. McCarthy

A Look at LEGISLATION

Major personnel legislation enacted by the First Session, 90th Congress:

APPEALS

Public Law 90–206, approved December 16, 1967, Title II, Section 223 of the Postal Revenue and Federal Salary Act of 1967, amends subchapter IV of chapter 53 of Title 5, United States Code, by adding a new section 5345, to extend to wage board employees the right to appeal the classification of their positions to the Civil Service Commission.

CAREER STATUS (TAPER CONVERSIONS)

Public Law 90–105, approved October 11, 1967, amends subchapter 1 of chapter 33 of Title 5, United States Code, to provide for the acquisition of career status by certain temporary employees of the Federal Government who meet the following conditions: (1) Complete 3 years of service without a break of more than 30 days; postal employees to qualify must have been paid for at least 700 hours of work each year; (2) pass a suitable noncompetitive examination; (3) are recommended to the Commission for conversion by the appointing authority who certifies that their performance has been satisfactory for the past 12 months; and (4) meet qualification requirements for the position. The Act requires the appointing agency to terminate General Schedule and Wage Board employees who do not meet the conditions listed under 2 and 4 above within 90 days after completing 3 years of service. Section 3 repeals the numerical ceiling (Whitten Amendment) on career employees.

ETHICS (NEPOTISM)

Public Law 90–206, approved December 16, 1967, Title II, Section 221 of the Postal Revenue and Federal Salary Act of 1967, amends chapter 31 of Title 5, United States Code, by adding a new section 3110, to place restrictions (effective on the date of enactment) on the appointment, employment, and promotion of relatives by public officials, including the President, Members of Congress, members of the uniformed services, officers and employees of the executive, legislative, and judicial branches of the Government and of the Government of the District of Columbia; authorizes their temporary employment under certain conditions, subject to regulations prescribed by the Civil Service Commission.

HAZARD BENEFITS

Public Law 90–221, approved December 23, 1967, amends the Foreign Service Act of 1946 to authorize payment of special travel expenses to reunite families of em-

ployees serving in hazardous areas; and continuation of medical benefits beyond the date of separation when an injury or illness was incurred during service in a hostile area. The Act also amends subchapter II of chapter 63 of Title 5, United States Code, by adding a new section 6325 to authorize up to one year's absence without charge to leave as a result of illness or injury incurred in a hostile action.

LIFE INSURANCE

Public Law 90–206, approved December 16, 1967, Title IV of the Postal Revenue and Federal Salary Act of 1967, increases and improves benefits under the Federal Employees' Group Life Insurance program as follows: Increases the regular life insurance available to all employees by providing the larger of a $10,000 minimum policy or a policy in the amount of the employee's annual salary rounded to the next higher $1,000 plus $2,000, to a maximum of $32,000 which will be automatically raised in the future to correspond with level II of the executive schedule; places the program on a sound actuarial basis by requiring that the premium rate cover the actual level cost of the insurance and authorizes the Civil Service Commission to adjust the rate as necessary to meet these costs.

The Act also authorizes the Civil Service Commission to obtain and make available to insured employees, for purchase at their own option and at their own expense, additional life insurance in amounts determined by the Commission, but not to exceed $10,000. It provides for continuing the optional insurance into retirement on the same reducing basis after age 65 as regular insurance. The employee must pay the full cost of premiums for optional insurance through deductions from salary or annuity; premiums will vary with age and will be payable to age 65 or retirement, whichever is later. The Commission must install the optional insurance program no later than 180 days and no sooner than 60 days after date of enactment.

PAY

Public Law 90–206, approved December 16, 1967, Postal Revenue and Federal Salary Act of 1967, consists of four titles.

Title I amends Title 39, United States Code, to increase postal revenue and for other purposes.

Title II, Federal Salary Act of 1967, provides a 4.5 percent increase in the statutory salary rates for employees subject to the General Schedule, employees in Foreign Service, and employees in the Department of Medicine and Surgery of the Veterans Administration, effective the first day of the first pay period which began on or after October 1, 1967. Similar increases are provided for employees of the Agricultural Stabilization and Conservation County Committees, United States attorneys and assistant United States attorneys, and certain other employees whose compensation is fixed by administrative action, certain officers and employees of the judicial branch of the Government, and certain officers and employees of the legislative branch of the Government.

Section 203 amends Section 3301 of Title 39, United States Code, to remove salary level 19 from the employee limitation governing postal field service and places a limitation of 55 employees for salary levels 20 and 21 of the postal field service. Section 205 creates a 21-level pay schedule for the postal field service in lieu of 20 levels under the old schedule, and provides a 6 percent increase for postal field service employees, effective the first day of the first pay period which began on or after October 1, 1967, and a 5 percent increase effective in July 1968.

Section 212 provides for further increases effective in July 1968, except for postal field service, to close one half of the comparability gap between certain Federal salaries and rates of pay for comparable positions of responsibility in private enterprise, plus increases in July 1969 to close the comparability gap for employees subject to all statutory salary schedules, including the postal field service. Section 207 raises the ceiling on special starting salaries of short-supply employees from the 7th statutory pay rate to the maximum (10th) statutory rate.

Section 215 increases the rates of pay for levels III, IV, and V of the executive schedule. Section 216 limits adjustments for the career schedules to the rate in effect for level V of the executive schedule. Section 217 changes the provisions governing the authorization of additional premium compensation for employees with administratively uncontrollable overtime duty.

Section 222 authorizes overtime pay for certain travel which can not be scheduled or controlled administratively. Section 225 provides for establishing a quadrennial Commission on Executive, Legislative and Judicial Salaries, beginning with fiscal year 1969, which will be responsible for recommending to the President appropriate pay levels for top officials in the three branches of the Government and appropriate relationships between pay levels for those officials and for career employees under statutory schedules, and provides that the President's recommendations on salaries be forwarded to the Congress in the budget to take effect 30 days later unless either House of Congress disapproves or other action is taken by enactment of a law.

Title III amends Chapter 51 of Title 39, United States Code, concerning prohibition of pandering advertisements.

Title IV increases benefits under the Federal Employees' Group Life Insurance program. (See summary under "Life Insurance" above.)

—Ethel G. Bixler

U. S. GOVERNMENT PRINTING OFFICE : 1968 O - 293-776

(Continued from p. 1.)

As our society has grown more complex, so too has the administration of the public services which meet society's needs. Administrative weakness at any level of our Federal system—whether it be national, State, or local—becomes a weakness at all levels. It deprives our citizens of adequate government machinery with which to meet their day-to-day and long-range needs. It cannot long be tolerated in a government of, by, and for the people.

We have become aware that State and local public agencies—too often inadequately staffed—are not always equipped to meet their expanding responsibilities to

—Rebuild our cities,

—Clean up our rivers and the air we breathe,

—Provide equal rights and equal opportunities for all our citizens,

—Plan and build better housing,

—Improve education and health services.

To do their share, State and local governments need help—primarily staffing and training assistance.

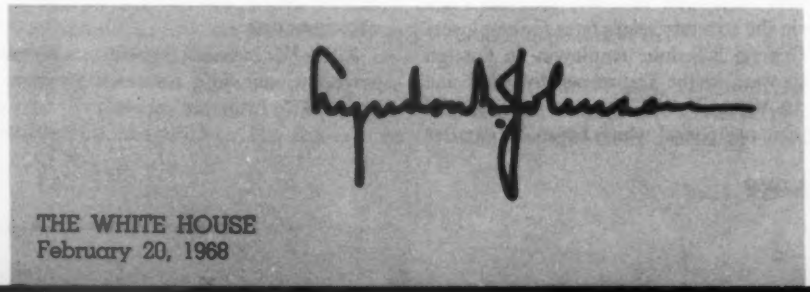
Last March 17, I submitted to the Congress two new legislative proposals to give them the help they need:

—*The Intergovernmental Manpower Act*, to assist State and local governments in meeting their critical manpower requirements. The Act would authorize the Federal Government to assist States and communities in recruiting, training, and developing a high quality corps of capable and responsive public employees. It would authorize the exchange of personnel between States and cities and the Federal Government. Through this exchange, all levels of government would understand each other's problems and work together more effectively to serve all the people.

—*The Education for Public Service Act*, to increase the number and quality of younger people preparing for careers in government. The Act would provide special fellowships for young men and women who will agree to embark on the great adventure of public service. It would assist colleges and universities in developing public service curricula to meet future governmental needs.

I urge prompt consideration and passage of this legislation to strengthen our Federal system and assure more efficient conduct of programs with shared administrative responsibilities.

Our mission—to meet the rapidly changing needs of our society—calls for our continued attention to excellence in the public service. I pledge you and the Nation mine.



THE WHITE HOUSE
February 20, 1968

Worth Noting *(Continued)*

THE FEDERAL WOMAN'S AWARD for 1968 has gone to seven Government career women nominated by their agencies on the basis of high achievement and selected by an independent panel of judges. The seven women span the Nation geographically, working in such widely separated locations as Coral Gables, Florida, and Anchorage, Alaska. Recipients of the award are: Dr. Ruth Rogan Benerito, Agriculture, who developed and improved wash-and-wear fabrics; Dr. Mabel Kunce Gibby, VA, who returns severely handicapped veterans to gainful employment; Miss Frances M. James, whose statistical studies help guide the Council of Economic Advisors; Mrs. Ruby Grant Martin, who administers HEW's program of civil rights compliance; Dr. Lucille F. Stickel, Interior, who studies pesticide residues in wild animals; Miss Rogene L. Thompson, FAA air traffic control supervisor who planned the vital air route across the North Pacific, known as NOPAC–1; and Dr. Nina Bencich Woodside, who heads the D.C. Government program of chronic disease control.

THE HATCH ACT, put under the microscope for a year by a Congressionally authorized study commission, is the subject of a report recently submitted by the study commission to the President and Congress. Arthur S. Flemming, former secretary of HEW and now president of the University of Oregon, was chairman of the group set up to recommend revision and updating of the 29-year-old law. In general, the report recommends greater leeway for Federal employees to participate in local political affairs, along with greater protection of employees from political pressure.

THE FEDERAL PERSONNEL INTERN PROGRAM is going nationwide. In addition to personnel interns serving in Washington, up to 50 more will join field programs coordinated by CSC regional offices, beginning by September 1968. Participating agencies and field installations are well underway in developing plans for their interns, emphasizing useful work and exposure to a variety of experience within the major personnel specialties.

HEROES IN VIETNAM do not all carry guns, nor do they all wear uniforms. President Johnson has signed into law a bill which recognizes the hardships experienced by civilian employees who are exposed to the hazards of war. The bill provides twice-yearly home leave with transportation home at Government expense, free transportation home in case of family emergency, up to a year of convalescent leave for those injured by hostile action, and special medical benefits for the employee and his family. Created at the suggestion of President Johnson is a new award for civilians, the Service in Vietnam Medal. Comparable to the service medal given U.S. military personnel in Vietnam, it emphasizes the joint nature of the civilian-military undertaking there. U.S. Government employees who have served 365 days in Vietnam are eligible to receive the medal, as are those unable to serve the full year's period because of injury or disability caused by hostile action.

—Bacil B. Warren

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, $300
(GPO)

Back Cover

Blank